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AUTHOR Gibson, John S.
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ABSTRACT

This document is a study of the Massachusetts Department of Education, with recommendations on how the department may better serve the needs of public school students in the Commonwealth. The study examines the department's current internal operations and its performance of external functions, recommends how these operations and functions might be improved, and suggests how various people and groups might translate the study's recommendations into public policy. Major themes central to the study are (1) a concern with the pursuit of the advancement of educational quality and equality and the consideration of ways in which the department may better contribute toward these objectives, (2) a belief that the department must be better equipped to advance quality education for students by assisting schools and educators in the delivery of quality school services to students, and (3) an emphasis on the importance of State government in education. (Author)

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THE MASSACHUSETTS DEPARTMENT OF EDUCATION PROPOSALS FOR PROGRESS IN THE '70'S

A Study Sponsored by the Massachusetts Advisory Council on Education
in Cooperation with the Massachusetts Educational Conference Board

FINAL REPORT
September, 1970

JOHN S. GIBSON
Study Director

EA 004 373

THE LINCOLN FILENE CENTER FOR CITIZENSHIP AND PUBLIC AFFAIRS
TUFTS UNIVERSITY
MEDFORD, MASSACHUSETTS 02155

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THE MASSACHUSETTS DEPARTMENT OF EDUCATION

PROPOSALS FOR PROGRESS IN THE '70'S

Final Report of a Study by the
Lincoln Filene Center, Tufts University
Sponsored by the
Massachusetts Advisory Council on Education
in Cooperation with the
Massachusetts Educational Conference Board

JOHN S. GIBSON
Study Director

Lincoln Filene Center
Tufts University
Medford, Massachusetts 02155

August, 1970

FOREWORD

Though education is a state function, practices and traditions in Massachusetts have, more than in most states, delegated the control and determination of curriculum, instruction, and staffing of education programs to the towns and cities. The explosion of knowledge; the acceleration of technology; the rapid growth in population; the mobility of population, with consequent loss of people in cities and rural areas and the separation of the majority of the population into ghettos of poverty and enclaves of affluence; and inequalities of educational opportunity--all of these demand that the state play a much stronger and more active role in assuring good education. Alternatives are that the Federal government must fill the void in leadership, or a third to a half of our people will be poorly educated, and the economic decline of cities and rural areas will accelerate.

The state's instrument of leadership and assistance to our school systems is the Department of Education, the oldest among the states. Yet today the Department is understaffed, with often underpaid officers. Except that it serves as a channel for Federal and state funds to the local school systems, it has too little influence and performs too few services to the Commonwealth's schools. The citizens of the Commonwealth and all of the associations of teachers and other educators have not understood the importance of state leadership, nor the need for active support for the programs of the Massachusetts Department of Education and the funds they require.

For all these reasons and with concurrence of Dr. Neil V. Sullivan and the Board of Education, the Advisory Council mounted this study of the functions of the Department of Education and of the nature of its support from the educational and citizens' groups in the state. Dr. John S. Gibson, Director of the Lincoln Filene Center for Citizenship and Public Affairs at Tufts University, was asked to direct the study because of his distinction as a political scientist and educator. The Council is grateful to Tufts University for its hospitable and effective housing and staffing of the study and for choosing the study for discussion at the 1970 Tufts Assembly on Massachusetts Government. The Council is also gratified that the Massachusetts Educational Conference Board, chaired by Mrs. Charlotte P. Ryan, has collaborated throughout the study.

On behalf of the members and staff of the Advisory Council and the legislators who created it and give it funds, we present this Final Report to the people of Massachusetts and their political and professional representatives. It describes the scope of leadership and services and the people and resources required to raise the state's Department of Education to become the strong keystone in the arch of our education system.

William C. Gaige
Director of Research
Massachusetts Advisory Council on Education
August, 1970

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Miss Cynthia A. Beaudoin	Research Associate
Miss Lucie G. Searle	Research Associate
Mr. Lawrence G. Cetrulo	Research Assistant
Miss Sheryl R. Glotzer	Research Assistant
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Miss Roni A. Lipton	Research Assistant
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Miss Miriam C. Berry	Consultant
Miss Sandra J. Saba	Editor
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Consultants

Miss Beverly Ball	Graduate Student, Boston University School of Public Communication
Miss Joyce Bowden	Research Associate, Lincoln Filene Center, Tufts University
Professor Arthur J. Corazzini	Assistant Professor of Economics, Tufts University
Professor William M. Gibson	Director, Law in the Social Studies Project, Boston University and Tufts University
Professor Carol L. Hills	Associate Professor of Public Relations, Boston University School of Public Communication
Professor Donald R. Randall	Director of Research, New Hampshire State Department of Education
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Mr. Frank J. Zeo
Massachusetts Taxpayers Foundation, Incorporated

*Deceased

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Introduction

This is a study of the Massachusetts Department of Education, with recommendations on how the Department may better serve the needs of public school students in the Commonwealth. Commissioned by the Massachusetts Advisory Council on Education and conducted in cooperation with the Massachusetts Educational Conference Board, the study was launched in the spring of 1969.

The central purposes of the study were as follows:

1. To examine the current internal operations and performance of external functions (leadership, service, and regulation) by the Department

2. To recommend how these operations and functions might be improved

3. To suggest how various people and groups might translate the study's recommendations into public policy

Implicit and explicit in the study is the quest for advancing the quality of education and equality of educational opportunity for students in the Commonwealth and a consideration of ways in which the Department may better contribute toward these vital objectives for education. The study is a five-year follow-up of the Willis-Harrington Commission study of public education in Massachusetts of 1964 and 1965. The "Willis-Harrington" legislation of 1965 (Chapter 572 of the General Laws of the Commonwealth of that year) substantially altered the structure of education in Massachusetts. The pace of change, however, has not lived up to the expectations of that legislation. Therefore, this study seeks to identify areas where the Department and other governmental agencies responsible for public school education might accelerate the process of change toward quality in education.

The study sought also to give the new Commissioner of Education, Dr. Neil V. Sullivan, guidelines for improving the Department's internal operations and performance of external functions. Dr. Sullivan welcomed the study and has cooperated fully with the study's staff in developing recommendations which it is hoped will lead to a stronger and more effective Department.

In 1971, the Governor of the Commonwealth will administer a reorganized executive branch of the government of the state and will appoint a new Secretary for Educational Affairs. We trust that the study's findings and recommendations will be of value to the Secretary in dealing with the broad domains of public school education.

A number of themes run throughout the study. We are vitally concerned with the inequities of educational opportunity in Massachusetts and feel strongly,

therefore, that the Department can do much more than it is doing now to reduce these inequities. Secondly, we believe that the Department can and must be better equipped to advance quality education for students by assisting schools and educators to deliver to students school services of quality. The Appendix to Chapter III of the study deals with these two matters at some length. In the third place, we emphasize the importance of state government in public school education. The government of Massachusetts and of any state in the United States has the constitutional and legal authority and power to administer public school education irrespective of considerable delegation of that authority and power to local school committees and boards. Therefore, a sharing of the best that local and state agencies can offer toward advancing equality of educational opportunity and quality in education is a matter of prime concern for all citizens of the Commonwealth. The Appendix to this Introduction stresses the importance of the state's role in public school education.

As study director, I organized a small staff at the Lincoln Filene Center, Tufts University, to conduct the study. Miss Cynthia A. Beaudoin and Miss Lucie G. Searle were my principal assistants and performed their tasks with professional expertise, as did other staff assistants and consultants. A Study Committee, comprised of representatives of leading Massachusetts educational organizations, provided considerable help throughout the study. We were particularly grateful to the Massachusetts Educational Conference Board and its chairman, Mrs. Charlotte P. Ryan, for continuous advice and support. We rely on the Committee and the Board to assume leadership in implementing the recommendations of this study.

Dr. William C. Gaige, Director of Research for the Massachusetts Advisory Countil on Education, conceived the study and gave invaluable guidance to me and the staff. Generous with their time and thoughtful recommendations were members of the Massachusetts Board of Education, especially Chairman Allan R. Finlay and Vice Chairman Mrs. Rae C. Kipp. Mr. William P. Densmore of the Board has been most helpful in his role of liaison between the study staff and the Board of Education.

The processes of inquiry began in the spring of 1969 and carried on into the summer. Close to two hundred interviews were held with staff members of the Department as well as with many other educators, with members of the General Court, and with interested citizens. Responses from thousands of questionnaires to educators, the public at large, members of educational groups, and Department personnel provided essential data and recommendations. Previous studies of the Massachusetts Department of Education and studies of departments of education in other states were examined, as were other reports and treatises dealing with many dimensions of public school education. A series of provisional reports on the study were issued in the fall and winter of 1969-1970 and were discussed at length with officials at the Department, the Educational Conference Board, and the Study Committee.

A 211-page provisional report on the study, made public on March 5, 1970, served as the basis for the discussions at the eleventh Tufts Assembly on Massachusetts Government. The Assembly, held on March 19, 1970, gave more than two hundred educators and attentive citizens an opportunity to consider and criticize the study's findings, and the Assembly made concrete recommendations with respect to the study and the Department.

Throughout the spring of 1970, the study staff received numerous suggestions, criticisms, and recommendations for making the Final Report as objective and constructive as possible. We are very grateful for all this feedback from our Provisional Report. Fifteen thousand copies of a 48-page Summary Report were distributed throughout the Commonwealth in July, 1970. As we know, however, the real test of any study such as this is the impact it has on effecting positive and constructive change. Our mission will be successful only if the Summary and Final Reports can generate the process of change toward a stronger Department and toward quality of education in Massachusetts.

Clearly the time has come for this state to regain its former position as the unparalleled leader of public education in the nation. This is the challenge we offer, and we hope that this study will contribute toward that end.

John S. Gibson, Director
Lincoln Filene Center for Citizenship
and Public Affairs
Tufts University

APPENDIX

The Role of the State in Public Education

There is no doubt whatever about the pre-eminent role of state government in the domain of public education. The basis for state responsibility is rooted in the Tenth Amendment to the United States Constitution which provides that "The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people." Education is one of those powers, and authority for its administration as a public service rests in the government of the states. All state constitutions in the United States provide for their governments' responsibility and authority in public education, and all states have educational agencies (usually called a state department of education) to carry out the legal and constitutional responsibility of the state in this area.

New York Commissioner of Education, Ewald B. Nyquist, eloquently sets forth the role and function of the state in public education:

> . . . it is the responsibility of the state to ensure: That the people of the state are provided with opportunities for the highest possible quality of education; that these opportunities are made equally available to every individual wherever he may live in the state without regard to creed, color, handicap, or economic circumstance; and that the resources of the state allocated to the attainment of these goals are used with maximum efficiency and economy.

Commissioner Nyquist specifies the following responsibilities for the state in carrying out its mandate:

> The role of the states is to provide diversity in leadership; to organize and coordinate an effective educational system; to establish a sound foundation program of financial support; to provide efficient coordination and distribution of funds; to establish minimum standards for achievement and quality controls; to lead in long-range planning; to conduct, cooperate in, and encourage research; to stimulate innovation; to assist localities in evaluating results; to develop good information systems on the facts and conditions of education; and to provide incentives to local school systems to go beyond a minimal performance.

In the United States the more direct conduct of public education has been delegated to some 20,440 school systems. Before the adoption of the United States Constitution and especially of the Tenth Amendment (1791), responsibility for what public education existed was in the hands of the local communities. Robert M. Isenberg points out that". . . after all, public education in the United States began as a series of local institutions which were established by groups of parents who wanted them for their children." Local control of public education is thus firmly entrenched in such states as Massachusetts, which existed long before the United States government. When authority for education moved up to the state level, strong cries were heard with respect to encroachment on local authority. But no one can misread the language in the Tenth Amendment.

George Collins provides a significant statement on the role of local units (towns, cities, counties, etc.) in public education. School districts are:

> . . . an administrative convenience to execute the constitutional mandate to maintain public schools as a state function. Because of their specific and limited educational function, school districts are technically quasi-corporations, and their school boards are technically officers of the state who are selected under state law. . . . Few would doubt that the state legislature has the ultimate power to dissolve or create school districts as part of its authority to enact any legislation not prohibited by federal or state constitutions. In a great many cases, the courts have held that education is essentially and intrinsically a state function. (See, in particular, Cooper v. Aaron, 358 US 1, 1959, ". . . the responsibility for education is primarily the concern of the states," and also Pritchett v. County Board of School Trustees, 5 Illinois 2d 356, 25 N. E. 403, 1955.)

By tradition, however, local school districts have assumed extensive powers and authority in education. This has resulted in the profound inequities which exist in public education today. James D. Koerner points out that:

> Many states, such as Massachusetts, allow local boards to do just about anything not specifically denied by the state, others, such as California, allow local boards to do only those things specifically permitted by the state. But either way, the enforcement machinery of the state is usually so weak that a really determined /local/ board can go its own way.

The vast majority of school districts reject any efforts by the state to exercise extensively the power of state government to administer education. There is a great variety among states in the exercise of this power and in attempts by the state legislatures through departments of education to enforce regulations and to have local school districts conform to varying sets of educational standards.

The variations from district to district in the United States are so great that the quality of education offered to students and student access to this quality produce profound inequities in the school services they receive. Guthrie and his associates document the relationship between and among school services, school achievement, and life opportunities, and also the fact that poor districts provide poor services, and thus poor achievement and limited life opportunities for students. The reverse is the case for affluent districts. The major inequity is in the area of varying capacities of local districts to provide adequate and qualitative school services.

There are many other inequities among local school districts. Koerner notes that:

> About half of all our local boards have fewer than 300 students, some only a handful in a one-room school. But other districts, thought of as "local," have more than 25,000 students apiece under their jurisdiction. The New York City school board alone, with more than a million students in its schools, is responsible for the education of more students than are found in the majority of the individual states. Los Angeles has as many students as the State of Indiana; Chicago as many as Wisconsin; Detroit as many as Mississippi. Or to look at it another way, nearly half of all the students in our public schools are under the control of less than 3 percent of our school boards.
>
> What, then, does "local control" mean? Can we seriously claim that "home rule" has the same strengths for, say, the Philadelphia school system with its nearly 300,000 students as for a school district in Pennsylvania mountains that runs a single elementary school with 13 children?

Statistics and data abound with respect to the many kinds of differences among school systems and within these systems as well. We refer to per capita expenditures of systems on their students, vast differences in the kinds and quality of school services offered by schools and systems, and the many variations among goals of education. Throughout Massachusetts, we can find numerous manifestations of those various differences. The inequities in education and educational opportunity in the Commonwealth can be readily documented.

Unless, then, alternatives are found for a more equitable allocation by the state of resources and school services among and within school systems in the state, the present inequities inevitably will increase, as will a polarization of student achievement and life opportunities. Given projections for the future, this would be a national disaster.

Several alternatives are before us. Robert Bendiner and others present persuasive arguments for large metropolitan school districts, and still others for regionalism of school districts within a state. There also are demands for a complete state take-over of all public education, and the City of Detroit is currently taking action against the State of Michigan toward this end. Others note the expanding role of the Federal government in the area of public education, or an upward drift of authority in the absence of effective exercise of responsibility at the local and state levels. James D. Koerner replies to those who declare that the Tenth Amendment precludes extensive Federal control:

> Congress has never really worried much about what is alleged to be the constitutional prohibition against a federal role in education. Opponents of federal aid point out that the word "education" does not even occur in the Constitution and that all matters educational are therefore "reserved to the States," as provided in the Tenth Amendment. But Congress waves off this objection, as it does many others, merely by citing the "general welfare" clause of the Constitution which has always allowed it to legislate on questions for which specific constitutional authority does not exist.

Of even greater significance are the Federal courts. Loud and clear warnings may be found in many Supreme Court decisions of the 1950's and 1960's with respect to education and to state and Federal responsibilities. More and more reference is being made to the clause in the Fourteenth Amendment to the Constitution which says that no person in the states shall be denied "the equal protection of the laws." Is there equal protection for students in the states, some of whom receive totally inadequate school services while others receive the best? As this relates to state laws, it is quite possible that the Federal courts in the near future could apply the reasoning of Brown v. the Board of Education of Topeka of 1954, which called for racial desegregation of the schools. Such an application could result in desegregation of the schools and school districts on the ground of lack of equal protection of the laws with regard to standards and quality of education.

We hold with Dean H. Thomas James of the Stanford University School of Education:

> I continue to view education as a state function. What I propose . . . is nothing less than a great effort on the part of the state . . . to seize the initiative in educational improvement, and to accept again the responsibility for leadership in elementary and secondary school education.

The basic trend of this study is toward an improved Massachusetts Department of Education which, through its central and regional offices, can do better in helping local systems to develop and gain school services that demonstrably can improve school achievement, and thus life opportunities and options for students. This will be a great challenge to all. We believe in many local responsibilities for public school education and are convinced that the Department can do much to increase the quality of education the local systems give to their students. We should like to see the state accept this challenge and not only provide equal protection of the laws and equality of educational opportunity, but lift the quality of education to heights far beyond those we have today.

BIBLIOGRAPHY AND CITATIONS FOR INTRODUCTION

Note: The bibliographical sections at the end of each chapter include first the citations of works and quotations found in the chapter and appendices and, secondly, other notes and references that may be of value to the reader.

A statement by Kenneth Boulding is particularly appropriate to the stress this study lays on students and the prime goal of the schools:

> It must never be forgotten that the ultimate thing which any society is producing is people. . . . If this principle is stamped firmly in the minds of those who guide and operate our educational system, we can afford to make a great many mistakes, we can afford to be surprised by the future, we can afford to make some bad educational investments, because we will be protected against the ultimate mistake which would be to make the educational system a means, not an end, serving purposes other than man himself.
>
> (Quoted in an article by Ralph Tyler in the Bulletin of the National Association of Secondary School Principals, December, 1968, entitled, "Purposes for our Schools," p. 2.)

A recent book, Radical School Reform, edited by Ronald and Beatrice Gross (New York: Simon & Schuster, 1970), includes the writings of 23 commentators and critics of the nation's public schools. We are familiar with many other works in recent years which question, criticize, or condemn the schools.

It might be noted that the location of this study at the Lincoln Filene Center of Tufts University falls into a pattern of Center service to public education in the Commonwealth. The Center's work in research, development, teacher education, curriculum innovations, media, and other areas of education has extended over many years. With respect to education at the state level, the Center served as host to the Blue Ribbon Panel of distinguished citizens which in 1964 and 1965 developed the basic recommendations that resulted in the state's racial imbalance law (Chapter 641 of the General Laws of 1965). The former director of the Center, Dr. Franklin Patterson, was a member of the Willis-Harrington Commission. The 1965 annual Tufts Assembly on Massachusetts Government focused upon the recommendations of that Commission, and one of the main critics of the Commission's recommendations was a former staff member of the Center, Dr. William C. Kvaraceus. The report of that Assembly was published under the editorship of Dr. Bradbury Seasholes, Director of Political Studies at the Center, as Public Education in Massachusetts: Problems and Challenges (Medford, Massachusetts: Lincoln Filene Center, Tufts University, 1965).

The Center has been closely associated with the Massachusetts Department of Education in developing educational projects, studies and textbooks, and information programs with respect to the implementation of the racial imbalance law. This includes association with teacher training and curriculum development in the new Trotter School in Roxbury. Nevertheless, it is important to add that every effort has been made to impart objectivity to this present study of the Department.

The Center serves as the coordinator of the Northeastern States Citizenship Project, which conducts civic education and social studies programs in the nine northeastern states through the departments of education of those states. The director of the Center is presently serving as Chairman of Mayor White's Task Force on Education, the Mayor's Council on Regional Issues; as a member of Mayor White's Committee on the Urban University; and as a member of the Special Commission to Study State Aid to Nonpublic Schools.

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I

Public Education in Massachusetts: Yesterday, Today, and Tomorrow

Before examining the current operations and functions of the Massachusetts Department of Education (MDE), as well as making recommendations about the future course of the MDE, it is essential to provide a little perspective on public education in the Commonwealth. We thus shall be concerned with some developmental patterns of education in Massachusetts, some attributes of our present system, and some projections for the future. Only in this manner can we appraise carefully the role of the Department today and outline how it might best serve us tomorrow.

A. Public Education in Massachusetts: Yesterday

Although we obviously must focus on today and tomorrow, it will be of value if we recall some historical attributes and facets of public education in Massachusetts. It was here that the concept of public education began in North America, largely because the Commonwealth's founding fathers realized that they had to delegate to a public agency the responsibility for training their children. The many demands of survival in a strange world, in other words, left no time for carrying out the traditional educative process in the home. Since that "educative process" included transmitting to the young the values and doctrine of the Puritan religion, it was all the more important that a church-controlled school be established.

Thus Massachusetts became the colony and then the state of educational firsts. These included the establishment of the Boston Latin School in 1635, the first public school with continuous existence. "Ye college in Cambridge" (Harvard) followed in 1636, as did the first public school (in Dorchester) supported by direct taxation of town inhabitants. The first school law was passed by the General Court in 1642, requiring town officials to make certain that parents were educating their children. The local minister was given authority to license teachers, and thus the role of the church in this "Satan Deluder" law was quite evident. Five years later, every town of 50 families was ordered to construct a school, and towns of 100 families or more had to have a grammar school. Of course many of these schools were supported by parents as well as by public funds; however, the principle of public commitment to education became well established by the middle of the seventeenth century.

As the eighteenth century emerged, the role of the church began to diminish, and each community assumed more and more authority over its schools. In 1768,

the General Court provided for local school districts, and thus the concept of local control has pervaded public education in Massachusetts for two centuries. In 1789, a broad-gauged school law was passed which confirmed in some detail all previous public school legislation. This was, in effect, the first general school law in the nation. Under this act, each town was obliged to raise public funds for support of its schools, to elect its school trustees or committee, and to hire its teachers. Clearly the concept of local control over and responsibility for public education was by now well established.

It is interesting to note that the Massachusetts Constitution of 1780 minced no words whatever about the function and value of education to our citizens. Let us cite some provisions from Article I, Section II, Chapter V, of that famous document:

> . . . it shall be the duty of legislatures and magistrates, in all future periods of this Commonwealth, to cherish the interests of literature and the sciences, and all seminaries of them; especially the university at Cambridge, public schools and grammar schools in the towns; to encourage private societies and public institutions, rewards and immunities, for the promotion of agriculture, arts, sciences, commerce, trades, manufactures, and a natural history of the country; to countenance and inculcate the principles of humanity and general benevolence, public and private charity, industry, and frugality, honesty and punctuality in their dealings; sincerity, good humor, and all social affections, and generous sentiments, among the people.

Other provisions clearly noted the relationships between wisdom, knowledge, and virtue on the one hand and "preservation of /the people's/ rights and liberties" on the other. There was no mention of education in the United States Constitution of 1787, and thus education has always been considered a right reserved to the states and the people under the Tenth Amendment to that Constitution.

The early nineteenth century witnessed passage by the Massachusetts General Court of an increasing number of laws pertaining to public education, including the first state law (1827) on the establishment of public high schools. It was now becoming increasingly clear that the expanding public educational system in the Commonwealth, accompanied by mandates and policies on education emanating from the General Court, necessitated the creation of a bureau to coordinate the state's educational program. Thus the General Court established the first State Board of Education in 1837. Its first Secretary was Horace Mann. (It should be noted that the New York Board of Regents was organized late in the eighteenth

century, although its operations were somewhat different from the Massachusetts Board. The first state superintendent of common schools was New York's Gideon Hawley, appointed in 1813.)

Mann and the Board insisted that local towns and cities should comply with state-mandated laws and policies and began to require them to submit reports to the Board. Mann's brilliant annual reports to the Board and the General Court gave accountings of the state of public education in the Commonwealth, and he took considerable initiative to disseminate information of educational value to systems in the state. By 1867, local school officials were required by law to submit to the Board information and statistics with respect to public teachers, schools, curriculum, and other data.

In the latter half of the nineteenth century, the process and structure of education expanded in the Commonwealth and, of course, throughout the nation. School attendance for all children, including those in the category of special education, was made mandatory in 1852. Elizabeth Peabody's first kindergarten was started in 1860 (but it will not be until 1973 that all school systems in the state will have kindergartens!). Legislation in 1872 established vocational educational schools, and manual training was made mandatory, by a law of 1895, in all high schools of towns with a population of 20,000 or more.

State authority in public education was strengthened in 1909 with the creation of the position of Commissioner of Education to replace that of Secretary to the Board. Following the constitutional changes of 1917, a Department of Education was established in 1919 with eight special boards and divisions. Payson Smith became Commissioner and served until 1935. He was succeeded by James G. Reardon (1935-38), Walter F. Downey (1939-1943), Julius E. Warren (1943-1946), John J. Desmond, Jr. (1946-1957), and Owen B. Kiernan (1957-1968). In 1947, legislation by the General Court established a new State Board of Education comprised of nine members with staggered nine-year terms. We need not describe here the related advisory committees and other groupings which came to the fore in 1947 and after, except to note that the State Board and the Commissioner of Education had wide-ranging duties concerned with all aspects of education in the Commonwealth, including higher education. "Duties" did not include power, however, nor even responsibility with teeth.

Evolving patterns of public education in the Commonwealth included legislation calling for minimum salaries for teachers (although this state still lags behind all others in teacher-certification procedures!) and concern for the disadvantaged. An 1895 law made it a personal liability to engage in any discrimination in education, and first classes for the mentally retarded were organized in

Springfield in 1898. Leadership by Dr. and Mrs. John J. Mahoney greatly advanced Americanization programs after World War I. In 1951, Massachusetts took the initiative in civic education at the state-wide level with the establishment of the Office of American Citizenship in the Department of Education (which later became the Bureau of Civic Education under the direction of the present MDE Deputy Commissioner of Education, Dr. Thomas J. Curtin). It was also Dr. Curtin who joined with Commissioner Kiernan in taking the initiative in the early 1960's for State Board action in the area of racial imbalance in schools in the Commonwealth. A strong Board policy statement on this issue on August 13, 1963, led to the creation of a "Blue Ribbon" panel to make recommendations on the matter, and eventually, the nation's first racial imbalance act for the public schools, Chapter 641 of the General Laws of 1965, was passed by the General Court on August 18, 1965.

In the meantime, the State Board of Education gained through legislation some levers to bring about a few needed changes in the pattern of education in the Commonwealth. A regional district act of 1948 gave the Board several financial weapons to encourage small school systems to join together in union superintendencies (two or more towns sharing the same superintendent and some personnel). This concept was first authorized in 1888, and 66 such superintendencies were set up among 204 towns. State aid for school construction was advanced in 1948 legislation, with assistance today running from 40% to 65% for regional construction projects.

The National Defense Education Act of 1958 and, of course, the Elementary and Secondary Education Act of 1965 have brought about tremendous changes in public education in Massachusetts, as in all other states. Funds became available for adding specialists to the Department in such academic areas as English, the humanities, social studies, mathematics, and the sciences. Inservice programs for teachers, aid to libraries, school lunch assistance, special-education projects and personnel, guidance specialists, and many other vital areas of education were greatly strengthened with Federal funds and programs. The staff and responsibilities of the MDE rapidly expanded, and the new Federal-state-local partnership in education now faced new and exciting frontiers.

On the other hand, as the impact of Federal involvement in education became clear in the early 1960's, it also was evident to many that the 1947 organization for public education in the Commonwealth called for considerable overhauling. Therefore, in the early fall of 1962, at the request of Governor John A. Volpe and Commissioner Kiernan, the General Court of the Commonwealth established a Special State Commission on Education. Under this authority, Governor Volpe appointed the Commission, comprised of 10 members of the General Court and 11 public members, charged with considering "the entire /educational system/ from primary grades through college."

The Commission, under the outstanding leadership of Chairman Kevin B. Harrington (currently Majority Leader, Senate of the Commonwealth), employed Chicago Superintendent of Schools, Benjamin C. Willis, to serve as staff director (thus the Willis-Harrington Commission). With a budget of $250,000 and a small but highly competent staff, the Commission worked long and hard during the period between the end of 1962 and the issuance of its Report in early 1965. The 1965 Tufts Assembly on Massachusetts Government considered the Report's findings at length. The Report led to the "Willis-Harrington legislation," Chapter 572 of the General Laws of 1965. By early 1966, the Commonwealth was about to embark upon a new period of Federal-state-local partnership in and responsibility for public education. One of the principal reasons for this present study is that such partnership and responsibility simply have not materialized.

At least four significant points emerge from this indulgence in the annals of the past. In the first place, there was never any doubt in this Commonwealth of the importance of education to the values, achievement, and life opportunities of our young people. Secondly, the pioneering aspects of public education in Massachusetts should give to each of our citizens both a deep pride in the past and a zest for projecting this record into the future. In the third place, this state has from the beginning placed in the public officials of our towns and cities responsibility and trust for advancing the education of our young people. Fourth--and however--it is also very evident that from every perspective, the power and authority for public education in the Commonwealth is vested in the General Court and the agencies delegated by that body to carry out this vital mission. History, tradition, and the concept of local authority over the lives and destinies of young and old alike cannot in any way replace the constitutional power and authority of the state in education, unless, of course, the state--or Massachusetts--does not exercise that power and authority. This point would appear to be of major concern today.

B. Public Education in Massachusetts: Today

"Today," ordinarily, should mean this very day. But "today," for the purposes of this study, means the past five years and, in general, the spring and summer of 1970. This section of Chapter I, furthermore, will not deal in any detail with the structure of education in the last half of the 1960's, as we dissect that matter in Chapter II. Suffice it to say that Chapter 572 of the General Laws of 1965 in a very major way did reorganize the structure of education in the Commonwealth by establishing three boards or groupings in public education: the Board of Education (generally for education in kindergarten through grade 12); the Board of Higher Education; and the Massachusetts Advisory Council on Education.

The Board of Education, comprised of eleven Commonwealth citizens and two ex officio members, is authorized by the General Court to carry out the principal delegated and mandated powers of public education in the Commonwealth. The agent of the Board is the Commissioner of Education (Dr. Neil V. Sullivan), and the bureaucracy to engage in this mission is, of course, the Department of Education. The Board of Higher Education has as its main administrator the Chancellor of Higher Education, Dr. Edward C. Moore. The chief executive official of the Massachusetts Advisory Council on Education is the Director of Research (Dr. William C. Gaige), who administers the operations of this important agency. These include, in effect, carrying on the central mission of the Willis-Harrington Commission by engaging in continuous research about all facets of public education in the Commonwealth and making appropriate recommendations to the other two Boards and to the General Court. The role and function of the Council has no parallel in other state governments in the United States.

To give us a perspective on the future, we should like to give some idea of the scope of education in the United States and then some statistics for the Commonwealth. All of the following figures deal only with public education, kindergarten through grade 12, unless otherwise noted.

First, the nation. Estimates for academic 1969-1970 indicate that there are 47,238,087 public elementary and secondary school students, which represents an increase of 1.6% over last year. The number of classroom teachers is 1,997,870, a jump of 2.8% over 1968-1969. Salaries for all instructional staff average $8,890 per person. Public education at the local level is administered by 107,000 school board members and state-wide by 500 state board members.

The number of public school districts in 1969-1970 is 20,440, a decrease of more than 3,000 in the past two years. Expenditures (including interest and capital outlay) for public elementary and secondary schools come to approximately $43,000,000,000. Estimated Federal spending for 1969-1970 will be about $2,500,000,000, a drop of $26,000,000 from last year. Current expenditures per pupil are $766, $64 more than 1968-1969. Public education is thus our most important national enterprise in terms of the number of people it involves, the amount of money spent on it, and what it means to the United States, today and tomorrow.

Secondly, the Commonwealth of Massachusetts. During academic 1969-1970, one fifth of the population of the Commonwealth--1,112,461 young people--was attending grades K-12 in 2,395 schools dispersed throughout the 374 operating public school districts. Within these schools are approximately 53,000 teachers and 9,000 administrators at varying levels; in addition, there are some 5,000 other nonteaching or nonadministrative public school employees in the state.

Because of the present and serious concern over the relationship between public and private education, it is worthwhile to note that 21% of the Commonwealth's young people between the ages of 5 and 17 attend nonpublic schools. Of these, 82% are attending parochial or religious schools.

Expenditure for public education (K-12) in the Commonwealth in 1968-69 was $932,573,988, an increase of more than $111,000,000, or 12%, from the previous year. From these figures, one can project that the cost of education in Massachusetts will exceed one billion dollars in 1970.

For 1968-69 the above figures represent an average per-pupil expenditure of $673, placing Massachusetts 22nd among the states. The national average in 1968-69 was $702. New York topped the list, spending $1,159 per pupil, and Alabama ranked 50th with an expenditure of $398.

A ranking of 22nd in per-pupil expenditure is in sharp contrast to the Commonwealth's ranking of 6th in PERSONAL INCOME PER CHILD OF SCHOOL AGE (5-17) in 1967. Of even greater significance is the fact that this state RANKED 50TH IN TOTAL CURRENT EXPENDITURES FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOLS IN 1967-1968 AS A PERCENT OF PERSONAL INCOME IN 1967.

Another aspect of the financing of public school education is the relative proportions of local, state, and Federal support. According to the Department of Education's Division of Research and Development, the breakdown in expenditures for Massachusetts in 1968-1969 was as follows: $720,772,705 from local sources (especially through the property tax), or 77.3%; $161,060,562 from state sources, or 17.4%; and $48,177,047 from the Federal government, or 5.3%. As compared with the 1967-1968 figures, the Commonwealth's contribution to education decreased almost two percent, and the Federal share decreased one percent.

The figures above deal with one state, Massachusetts. How do they compare with similar figures from other states? Given the hard fact that public education is an unquestioned responsibility of the government of the state, the comparisons should disturb every citizen of the Commonwealth. In 1968-1969, Massachusetts ranked fifth among the states in estimated revenue for public elementary and secondary schools from LOCAL government. This state was 46th in revenue for public elementary and secondary schools from STATE government, and 30th in revenue for public and elementary schools from the FEDERAL government. How long, then, can the local taxpayer in Massachusetts continue to support this burden?

The various statistics cited here have given us an idea of the use of money in our society. These figures are shamefully overshadowed, however, by the

amount of money spent in the Commonwealth on alcohol and cigarettes. While $820,906,159 was the total amount spent on public education in Massachusetts in 1967-1968, this state's alcohol and cigarette expenditure for that same year totaled an estimated $749,322,138. Conservative estimates supplied by the Massachusetts Beverage Journal indicate that some $500,000,000 was spent on alcohol, and the Department of Corporations and Taxation estimates the cigarette expenditures (not including cigars and pipe tobacco) for 1968 add up to $249,322,138.00.

Schools are for students, today and tomorrow. We can hardly measure with any precision what money in the schools can do to, for, and with young people, but we can note that our schools do not have enough money. Alcohol and cigarettes are consumed today, and their effects continue tomorrow. We do have a pretty good idea of what money for alcohol and cigarettes really buys. We leave it up to you, the reader and citizen, to make some judgment about how we decide to spend our money here in the Commonwealth.

We have tried in this section to give the reader some grasp of the magnitude of public education in the Commonwealth today. The key statistics are (1) public education directly affects one fifth of our population and directly affects all of us through (2) the fact that about one billion dollars in tax monies will be spent on our schools in this state in 1969-1970; (3) in terms of our capacity, we give less than any other state to the structure and process of the public education of our young people; and (4) in 1968 we spent 90% as much on cigarettes and alcohol as we did on public education.

Before relating the past and present to public education in Massachusetts in general and the MDE in particular, it is essential to project the figures we have cited above on the screen of the 1970's. We might even engage in some crystal-ball thinking for the decades beyond.

C. Public Education in Massachusetts: Tomorrow

In the year 2,000 A. D., today's first grader will be 34 years old, and today's twelfth grader will be 48. As one authority has noted:

> . . . thirty years from now our youngsters will be molding and making a century which we today can barely imagine, much less understand. They will be processing information yet to be developed. They will be solving problems yet to be defined. They will be facing challenges yet to be conceived.

Perhaps the most important question to be faced today by anyone concerned with education is this: Given what we think we know about the future, how can we best equip our young people today for that challenging world of tomorrow?

This section, dealing with some projections for public education in Massachusetts, could contain many charts, diagrams, and sophisticated calculations with respect to the future. We choose, however, to present an informal but reasonably accurate profile of what appears to lie ahead so that we may better plan appropriate processes of education for young people in our schools. A bibliographical section contains references to the many available studies of education and the future.

As we look ahead, three facts emerge that are of critical importance. In the first place, all dimensions of personal efficacy in the future will depend upon the quality of education one receives--and earns. Secondly, education itself will be the prime force for sustaining and strengthening the values and economy of this nation. In the third place, "education" will increasingly emphasize the process of learning rather than the accumulation of knowledge. We shall deal with these statements in this section by examining projections with respect to population, school population, knowledge and learning, technology, economic considerations, and other factors and projections affecting education in and for the future.

1. Population

In 1650, the world's population was roughly half a billion, and this figure had doubled by 1850. In 1930, or 80 years later, the population on the earth was two billion, and it took only 35 years (1965) to increase the number to three billion. By 1975, our global ranks will swell to four billion. Today there are about 206,000,000 people in the United States. This figure will rise to 235,000,000 by 1980, 270,000,000 by 1990, and to more than 300 million at the turn of the century. Massachusetts has some 5,325,000 people today, and this figure will probably grow to 6,700,000 by 1985 and more than 8,000,000 around 2,000 A.D.

In terms of social statistics, 75% of our nation's population in the next century will reside in three gigantic megalopolitan areas. Although core cities will tend to decrease in size, the connective links between the urban centers and various kinds of suburbias will be much closer and more complex than they are today. As far as the inner city is concerned, it is estimated that ten of our 14 largest cities, including Boston, will be from one-fourth to one-half non-white.

We thus will live in a world, a nation, and a state (if it is Massachusetts or any other well-populated state) where the condition of living will be congested in many ways. We leave it to the reader, however, to sort out the ramifications of these projections.

2. School Population

Interestingly enough, school population will not keep pace with increases in national population, largely owing to a leveling off of fertility rates and continued longevity. Our current population of elementary students will remain fairly stable during the 1970's, although we can expect an increase of some 25% for secondary school students by 1980. In 1977, we shall have about 4,000,000 students graduating from our high schools and some 2,600,000 teachers in our public schools.

3. Knowledge and Learning

> Teaching and the imparting of knowledge make sense in an unchanging environment. This is why it has been an unquestioned function for centuries. But if there is one truth about modern man, it is that he lives in an environment which is continually changing.
>
> We are . . . faced with an entirely new situation in education where the goal of education, if we are to survive, is the facilitation of change and learning. The only man who is educated is the man who has learned how to learn; the man who has learned how to adapt and change; the man who has realized that no knowledge is secure, that only the process of seeking knowledge gives a basis for security . . .
>
> I see facilitation of learning as the aim of education, the way in which we might develop the learning of man, the way in which we can learn to live as individuals in process. I see the facilitation of learning as the function which may hold constructive, tentative, changing, process answers to some of the deepest perplexities which beset man today.

These eloquent words of George R. Rogers expand upon those of Henry Adams, "They know enough who know how to learn." But learning in our era and forevermore cannot be permitted to end where formal education ends. The very nature of change and the future compel us to educate for learning and not only for accumulating facts, data, statistics, formulae, and dates which may have no relevance in the complex world of tomorrow.

One basic problem is that the volume of what we call knowledge doubles about every ten years. One authority has noted that "there is about one hundred times as much to know now (1966) as was available in 1900; by the year 2,000, there will be over a thousand times as much knowledge." Today, some 100,000 educational journals are being published in more than 60 languages, and this may be expected to double by 1985. One does not question the value of what we call knowledge or facts and so on. It is clear that the school cannot expect the student to grasp the basic structure and concepts of this knowledge and to learn how to put it to good use.

Another problem is that new bodies of knowledge replace many other categories of knowledge. This fact has a substantial impact upon the American economy. In 1980, half of the workers in the United States will be in jobs that do not exist today. Although many kinds of facts and statistics about civic and social life will be as enduring and as necessary as they always have been through the recorded history of mankind, other bodies of knowledge which would appear to have little or no value for the rapidly changing world of the future may well have little place in the process of education.

It is really the uses to which knowledge is put that count. Clifford F. S. Bebell declares that "if there is to be any conflict between the acquisition of knowledge and the development of attitudes and habits for effective use of knowledge, the latter must take precedence over the former."

Learning is a process, and we have learned much about this process that will be applied to what takes place in the school. Through a reassessment of the concepts of the various disciplines and skills that normally are found in the curriculum we may foster, a process of learning can help the student to learn more earlier in his life, to be a more effective learner, to be pleased with his discovered capacity to learn, and to want to keep on learning after he receives some kind of award and credential. Unless he keeps on learning and keeps on adapting to the uncharted changes that will characterize the future, his professional or vocational efficacy will be greatly limited, his civic opportunities will be stifled, and his life opportunities and options will be greatly reduced. Alfred North Whitehead once said that "Knowledge isn't just having the dignity that goes with possession. It all depends on who has knowledge and what he does with it." The joining of relevant knowledge with the capacity and desire to learn and to keep on learning will increasingly be the central mission of education.

4. Technology

One facet of the incredible era of change into which we are entering is the role that technology now plays and will increasingly play in our lives. Today,

the computer can perform about every mental task expected of a high school graduate, and the computer itself is rapidly moving into the domains of higher and graduate education. What this means with respect to those who do not have brain power and the capacity to learn should be fairly obvious. They simply will be reduced to minor components in the nation's labor force, if that. Landing men on the moon in the 1960's will be far overshadowed by the achievements of technology in the 1970's and beyond. Neil Armstrong's "Eagle" will rapidly become the horse and buggy of yesteryear.

We have already noted that by the end of the 1970's, half of the American working force will be in jobs about which we know nothing today; and this statistic is even more important when we consider that millions of today's first graders will be entering that working force in 1980. Of course we shall have a need for lawyers, doctors, scientists, teachers, and business executives. But even they will have to perform in a computerized world. Again the question remains: What are we doing today to prepare our young people for effective and happy lives in that world?

So far as education and learning are concerned, we have some idea at the beginning of the 1970's as to what all of this might mean. Let us take individualized prescribed instruction, for instance. In the 1970's, as we shall note later in this report, we have come back to the marvelous perception of learning given to us by Thoreau, "If a man does not keep pace with his companions, perhaps it is because he hears a different drummer." All children hear different drummers, but for too long we have assumed that the classroom teacher can be the same drummer for all of his students. More and more data tell us that children learn better if they have their own drummers which are coordinated by the classroom teacher. Is this not better than a teacher seeking to "drum" it all into the entire class and being successful with the selected few (who dig the drummer)?

John Gardner said in 1967 that within 25 years, "virtually all instruction in the schools will be individualized instruction." Holy and Tonigan therefore make this prediction:

> Educational facilities will need to be designed and remodeled to permit greater flexibility in terms of changing curricular programs, in terms of personal mobility, in terms of multi-usage, and in terms of mechanization and automation. Educational learning activities which speed and ease the transmission of information will need to be developed; information retrieval systems, dial access media centers, and computer-controlled instruction are necessary developments to permit America's public schools to take advantage of new science and technological knowledge.

Educational technology will not defrock the teacher, but it will make more demands than ever before upon instructional styles and the capacity of teachers to adapt to the future. The late 1960's and very early 1970's are witnessing the beginning of contractual arrangements between school systems and industry for performance teaching by industrial concerns in the classrooms. We predict that these firms will prove their capacity to teach skills (reading, writing, computation) to young people better than traditional teaching procedures and that this will please educational administrators and especially the taxpayers and the parents in school districts where such experiments are taking place. This should not cause apprehension among intelligent and adaptable teachers; however, the pedagogic drone should take notice and pack his bags now.

In other words, educational technology will increasingly be harnessed to two oncoming forces in education--proven performance of technology and processes, and accountability for that performance. This certainly implies that relevant past, present, and future bodies of knowledge (facts, data, statistics, formulae, and dates) for students can be collected, categorized, and stored quite conveniently in regional offices of a state department of education, in town, city, and school libraries (those that are so equipped), and in other centers. Audio- and video-tapes, cassettes, microfilm and microfiche, and many other devices for storing the data will be available. Students can dial for the information, either from the school or from the home. The audio-cassette of today will contain tomorrow lectures by anyone worth hearing. In a few years, a video-cassette, plugged into a television set, will give the student the best in professional presentation of science, social studies, and the humanities. A cassette tape will present on the television set Olivier in Hamlet, "A Raisin in the Sun," Arnold Toynbee on challenge and response in history, and the latest authority in mathematics or chemistry.

This suggests two further points. In the first place, the standard textbook and lecture by the teacher gradually will be replaced by other and far more exciting and stimulating means of presenting what we call knowledge. Emphasis will be placed on the capacity of the student to receive, to understand, and to use this knowledge, and to keep on learning and wanting to learn. Secondly, the receptors for this communication of knowledge need not necessarily be in the school. The technological revolution of the 1970's can, and probably will, place these receptors for audio- and visual-cassettes in the home, in the library, in the car, and in many other places. The increasing function of teachers will be to direct what goes into the cassettes and to develop the instructional programs, the coordination of the curriculum, and class discussion of the meaning of all of this for the past, the present, and the future.

We have learned--at last--in the 1960's that far more education and educational motivation take place outside of the school than within. The 1970's

and beyond will capitalize on this and will exploit all kinds of out-of-school learning processes and devices so that the school can coordinate, stimulate, interpret where necessary, and guide the out-of-school receiving and learning toward relevant educational goals for students.

5. Economic Considerations

Yes, the costs of education constantly increase; however, the value of education to the nation, today and tomorrow, cannot be disputed. Research presented by George J. Collins tells us that education accounts for about 20% to 30% of the gross economic wealth of the nation. He adds that "realistic taxing authorities and citizens, once they become fully aware of this, can be relied upon to support education as required by the national economy and the concomitant social and personal living under modern conditions."

Our basic assumption is that education is vital to personal efficacy in society today and tomorrow and that without education, especially without the capacity and desire to keep on learning and adapting to change, the individual will be a ward of society. Therefore, money spent on useful education can do two things: contribute toward people's advancing the values and the economy of the nation, and reduce the need for the society to support those who cannot cope with today and tomorrow. The latter includes those who cannot work because of ignorance, those who have not learned the elements of personal, economic, social and/or civic responsibility, and those who turn to crime because they can "make it" in no other way. The economic value of education is a two-edged sword.

Education itself is a growth industry. In 1929, slightly more than three percent of the gross national product went to all education in the United States, and this figure more than doubled by 1965 (6.62%). It has been increasing about .5% a year. In 1967, education absorbed about 7.6% of our gross national product, or $56,000,000,000. By 1980, we should witness a jump to 12%, although it would be difficult to forecast our gross national product ten years from now.

These figures apply to all education, public and private, including higher education. With respect to public school education, kindergarten through grade 12, we know that this domestic function has grown faster than any other segment of the public economy. Per capita expenditures for public schools mushroomed 600% between 1946 and 1967. During this period, fire and police rose 300%, public welfare gained slightly less than 400%, and highways, health, and hospitals went up about 500% each.

In the past 15 years, local spending for education has more than doubled. State support of education constituted 17.3% in 1930, 29.2% in 1940,

39. 8% in 1950, and then leveled off, with the present national average at 40. 9%. Massachusetts, however, is well below the national average in terms of state support. Her present contribution of 17. 4% is in keeping with the era of the 1930's. So far as the Federal government is concerned, support rose from around $700,000,000 in fiscal 1962 to more than $4,000,000,000 in fiscal 1967, or a 600% increase in five years. We hope it may be possible to project for the future a much closer relationship among local, state, and Federal spending for public education, and spending formulas which will distribute the costs of education in more equitable patterns than we have today. Fiscal partnership is imperative.

Per capita expenditures for students also provide the basis for significant projections. We can, of course, cite national averages. During the academic year of 1969-1970, these expenditures rose nationally 13%, with inflation absorbing most of the increase. Per capita spending on elementary school students rose from $516 last year to $582 this year, and from $671 in 1968-1969 to $757 this year for secondary school students. Across the nation, however, per-pupil expenditures run from less than $200 in some systems to more than $1,200 in others (although clearly these are extremes).

Student per capita costs will inevitably rise, irrespective of any impact upon these costs by inflationary trends. Assuming that education will absorb roughly . 5% more of the gross national product each year, and assuming that American citizens will continually value education in terms both of its significance to young people and its contribution to the national economy, we can well expect by 1980 that the national student per capita cost will be about $1,500. 00.

6. Other Factors and Projections

We see an increasing consolidation of school districts. There were 127,531 districts in 1931-1932; 35,676 in 1961-1962; and 20,440 during academic 1969-1970. Former United States Commissioner of Education, James E. Allen, predicts that we shall have about 10,000 districts by the end of the 1970's. This may well mean that we shall witness a movement toward large metropolitan school districts, such as we find in Dade County in Florida, in Nashville, Tennessee, and in a model area, Toronto, Canada. Actually, consolidation of school districts is a must for effective and efficient educational services for young people.

We see educators and citizen supporters of public schools waking up to the fact that we must reverse the spending pyramid for public education. Vastly larger sums are spent on higher education, and then on secondary education, than on elementary school education. It is in the latter category, however, that we find the real payoff. Benjamin Bloom tells us that by age 9 (grade 3), at least 50% of the general achievement pattern of young people has been developed, and

75% by about age 13 (grade 7). He adds that "studies of vocabulary development suggest that about one-third has been shaped by the time the child enters school." Any competent researcher in education can produce data which support the profound importance of child learning in the early years. Perhaps of equal if not greater importance are the data which point to the extensive political, economic, social, and sexual socialization of the child by the time he or she reaches the age of 12 and 13. The implication of this research with respect to attitudes, values, and overt behavioral orientations should be quite clear. The child is father of the man, and we ought to be able to develop educational systems which recognize this and support, to a far greater degree than at present, the shaping at an early age of the child's knowledge, learning, and skills, and the attitudinal area as well.

We also project the thesis that more formal patterns of education will reach the child through parental direction even before he or she is born. Shortly after birth, the formal educational process will affect the human being and will be with him for all of his life. This will be necessary if the person is to learn, to keep on learning, and to adapt to a society that will be characterized by accelerating patterns of change which can be only dimly envisaged today.

We see free public education extending into grades 13 and 14. We see a diminishing of schools which are open only 30% of the day and 50% of the school year and an increase of vibrant and stimulating educational facilities open the entire school year from 7 a.m. to 10 p.m., and perhaps beyond. We see these facilities increasingly taking the form of educational parks in which the joy and excitement of learning are shared by young and old alike. We see public educational institutions coordinated with public libraries, museums, churches, and other facilities which have so much to offer to the majesty of the mind and of learning and of knowledge. We see an increased focus on the learner as a person rather than a digit. We see public demand for educators to account for their responsibilities and their claims, a demand for quality not only in student accumulation of facts and statistics but also in human and civic quality, and for quality in the capacity and desire for learning.

We see education making inroads on rates of crime, dependence on public welfare, and negligence in the domain of personal, social, economic, and altruistic responsibilities. We see more efficiency in the administration of education and in an expanding level of quality of education which need not necessarily tax the resources of our society in a disproportionate manner.

We can see these hopes for the future, and we can attain them, providing we allocate resources in a way far more equitable and functionally useful than is now the case. But unless our vision for the tomorrow of today's young people matches what we reasonably know lies ahead, we are condemning our students to a <u>status quo</u> which simply cannot equip them to live effectively and to

sustain and strengthen this nation in the decades to come. The intensity of the whole learning process that we have outlined for the future demands truly creative leadership. Education is as important as that, and in our state, there is much the Department of Education and all of us must do to provide such leadersnip to translate these visions into reality.

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II

Current Operations and Functions of the Massachusetts Department of Education

We usually view a department of government in terms of its visible functions; however, the quality and quantity of those functions are made possible by the ingredients or "inputs" which make up the department and how those ingredients operate internally to produce the external functions. The three sections of this chapter deal with inputs into the MDE; an analysis of the internal operations of the Department; and an examination of the Department's performance of external functions--leadership, services, and regulations.

The study has employed many tools for its evaluative analysis of the inputs, operations, and functions of the MDE. These include personal interviews with departmental staff and with many other individuals throughout the Commonwealth, questionnaires, numerous studies of the Department as well as other reports and books about departments of education, and appraisals of the Department by consultants to the study and a number of other experts. An accounting of the study's evaluative analysis of the Department is set forth in Appendix A at the end of this chapter.

Naturally, many different points of view about the Department, its personnel, its operations, its functions, and its course for the future have been expressed by those who have been interviewed since May, 1969. Testimony in many instances has been conflicting; and in a number of cases, personal views about the Department and some of its personnel have hardly been objective or devoid of individual feelings about the attributes or shortcomings of others. It is a challenge to the staff of any study to reject the petty and irrelevant, to identify the fundamental causes of ineffectiveness and inefficiency in operations and functions, and to recommend courses of action that will advance desirable objectives. We trust that this study does give a true accounting of the current operations and functions of the Department.

In this chapter, we quite frankly point to deficiencies in departmental operations and in the Department's performance of external functions. The analysis by the study's staff is combined with observations from those we have interviewed, with the MDE's self-appraisal mechanisms, and with results from questionnaires. We offer our criticisms in this chapter not as something negative, but as a foundation for recommending improvements in the operations and functions of the Department, and thus of public education in Massachusetts. We seek not to be destructive but to be candid for the purpose of reform and improvement.

Before delving into inputs into the Department and its operations and external functions, it may be of value to provide the reader with a brief explanation of the organization of the Department of Education. The present structure emerged from the Willis-Harrington proposals (Chapter 572, General Laws, 1965).

The Board of Education is the body delegated by the General Court to assume the prime responsibility for public education in the Commonwealth. The Board appoints a Commissioner of Education (currently Dr. Neil V. Sullivan). The Office of Commissioner includes an administrative assistant and general counsel. The Deputy Commissioner (Dr. Thomas J. Curtin) has a wide variety of responsibilities. The Department has six divisions, each of which has a varied number of bureaus. The divisions and their chiefs are as follows: Division of Administration and Personnel, Associate Commissioner Douglas A. Chandler; Division of Curriculum and Instruction, Associate Commissioner Max Bogart; Division of Research and Development, Assistant Commissioner James F. Baker; Division of School Facilities and Related Services, Assistant Commissioner William B. Black; Division of State and Federal Assistance, Assistant Commissioner Everett G. Thistle.

The Division of Occupational Education, headed by Associate Commissioner Walter J. Markham, was added by legislative enactment in 1969. In terms of the total operations of the Department, the Division of Curriculum and Instruction would appear to be the most important. It has eight bureaus and the most personnel in the Department. It also has responsibility for the Department's four regional centers located in Pittsfield, Worcester, North Andover, and Wareham. A diagram of the structure of the Department as of May, 1970, appears as Appendix B at the end of this chapter.

A. Inputs into the Department of Education

Introduction

Basic ingredients for shaping the operations and functions of the MDE are as follows: The Massachusetts Board of Education; the staff of the MDE; the plant and equipment of the MDE; the executive branch of the government of the Commonwealth; the Massachusetts General Court; the Federal government; educational organizations concerned with public education in Massachusetts; and miscellaneous groups and forces. These are all "inputs," and now we turn to a brief examination of each.

1. The Massachusetts Board of Education

The eleven-member Board is chosen by the Governor of the Commonwealth, who may (or may not) choose candidates for the Board from a list submitted by the Massachusetts Advisory Council on Education. There are staggered terms of five years each, with one reappointment possible. No Board member may be a professional educator or serve on any other school committee, board, or board of trustees of an institution of public higher education. The Chancellor of the Board of Higher Education and the Director of Research for the Advisory Council on Education are ex officio, nonvoting, advisory members of the Board of Education. The Board meets once a month. The present Board members are listed in Appendix C.

The laws of the Commonwealth give to the Board considerable power which it should exercise with respect to all public schools in the state. Board authority is set forth in Section 1G, Chapter 15, Section II, Chapter V, of the Constitution of the Commonwealth. The key provision in Section 1G is as follows: "The purposes of the Board shall be to support, serve, and plan general education in the public schools." Section 1G, of course, was considerably buttressed by the Willis-Harrington legislation (Chapter 572) of 1965. The provisions of Section 1G are set forth in Appendix D to this chapter. Among the Board's powers are authority to withhold state aid from systems which do not meet such minimal requirements as the 180-day school year and school attendance per day of 5 1/2 hours and which do not comply with the Board's "minimum educational standards for all courses which public schools require their students to take."

Much has been written about the role of state boards of education in the United States. Wisconsin and Illinois are the only two states without boards. There is the usual commentary on the virtues of an elected versus an appointed board and on the authority a board should or should not have over the state commissioner of education. Winget, Fuller, and Bell deal extensively with state boards of education and note that "most state boards and chief state school officers never have been adequately staffed to meet their ever increasing leadership, service, and regulatory responsibilities." This certainly is true in Massachusetts, where the General Court has called upon the Board of Education to enforce a series of extensive mandates with respect to local school districts, but has not equipped the Board, through the Department of Education, with the resources to carry out the regulatory function.

2. The Staff of the MDE

"The quality of operation of a state department of education is directly

dependent upon the quality of the personnel who staff it," according to Winget, Fuller, and Bell, who provide us with one of the best studies of the role of state departments of education within the context of state governments. They explore many elements of a department's staffing, including the advantages and disadvantages of elected and appointed chief officers; centralized personnel practices versus departmental fiscal autonomy with respect to professional employees; and various problems which professional educators in state departments must face in carrying out their responsibilities.

Staff "inputs" into the Massachusetts Department of Education may be divided into professional and general categories, although there are naturally many staffing variations within these two categories. Appendix E sets forth the number of personnel in the Department in terms of specific divisions and bureaus. (This information has been prepared by the staff of the study, not by the Department of Education.) The best estimate at the time of this writing is that there are about 550 positions filled in the Department, of which 265 are in the professional category and 284 at the general level, largely clerical. Of the total number, there are approximately 330 staff positions paid wholly by the state, 150 positions funded by the Federal government, and 61 funded cooperatively by the state and Federal governments. There are roughly 140 vacancies on the Department's staff, about 70 of which are at the professional level.

a) The Professional Staff

Here we refer to those people whom we would consider professional educators holding managerial and supervisory positions in the Department. This category includes the Commissioner, the Deputy, Associate, and Assistant Commissioners, the Directors and Assistant Directors of the bureaus in the six divisions, and the Senior Supervisors and Supervisors in the bureaus. There are also some other positions, including Counsel, Business Agents, Librarians, and Assistant Supervisors. The Commissioner is appointed by a two-thirds vote of the Board of Education. He serves as secretary to the Board, chief executive officer of the Board, and the chief state school officer for elementary and secondary education. Upon recommendation of the Commissioner, the Board appoints the Deputy Commissioner by a two-thirds vote. The Commissioner also submits a slate of recommended names to the Board, which chooses by majority vote the Associate and Assistant Commissioners of Education.

The vast majority of the 265 members of the professional staff of the Department come from public school systems in the Commonwealth, and most of them have held administrative or teaching positions in these school systems. It is

difficult to document the reasons why educators choose to work for the Department. Certainly, it is not because the Department offers high salaries. Most superintendents of schools in the Commonwealth receive salaries equal to or higher than those of Associate and Assistant Commissioners, and other administrative and top teacher salaries in public school systems generally rank well above parallel positions in the Department (bureau directors, senior supervisors, and supervisors). At least six superintendents of schools in Massachusetts currently have higher salaries than does Commissioner Sullivan (whose annual salary is $30,000). Salary, of course, is not the only factor in attracting people of considerable talent and skill to professional positions in education and in keeping them on the job as well. The inadequate salary scales in the Department, however, coupled with lack of fiscal autonomy with respect to professional personnel, hardly permit the Department to be competitive with other private and public educational institutions in attracting and keeping a staff which can meet its many responsibilities.

b) The General Staff

In general, the state's civil service system regulates salary and hiring practices of members of the general staff. Most of the people in this category perform accounting or secretarial functions. A few serve as individual secretaries to about a dozen of the top professional members of the Department. The others are organized into pools. There is naturally a high degree of turnover of people at the general staff level, with approximately 66 job vacancies open at the time of this writing.

3. The Plant and Equipment of the MDE

The physical "plant" of the MDE is its central headquarters at 182 Tremont Street and its four regional offices (Pittsfield, Worcester, North Andover, and Wareham). The equipment encompasses all that Department personnel use to carry out their responsibilities and assignments (desks, office machines, etc.).

The headquarters of the MDE for many years was located at 200 Newbury Street in a vintage building of the latter part of the nineteenth century. The Department moved to 182 Tremont Street in February, 1967, and occupied floors two through twelve, with the Massachusetts Advisory Council on the 13th and the Higher Education offices on the 14th. It is understood that the Department will move to the new state office building sometime in the mid-1970's.

In our Provisional Report of March, 1970, we commented at some length on the inadequate physical facilities at 182 Tremont Street. We noted the

adverse impact of these facilities on working conditions, communications, and morale in general. We said that "quality of performance usually calls for quality and efficiency in plant and equipment," and we believe that this statement well suffices for the purposes of this final report.

4. The Executive Branch of the Government of the Commonwealth

The Massachusetts Department of Education is, of course, a part of the executive branch of the Commonwealth. The Board of Education, established by the General Court, is appointed by the Governor, and the Governor has specific authority with respect to educational legislation and the MDE's budget. The Office of Administration and Finance plays a vital role with respect to the Department's operations and functions. Executive reorganization in 1971 undoubtedly will bring many changes to the structure and process of state operations concerning public school education, and we shall turn to this matter later in this study.

a) The Governor

The Governor of the Commonwealth appoints the members of the Board of Education. Both Governors Volpe and Sargent generally followed recommendations of candidates for positions on the Board made by the Massachusetts Advisory Council on Education. There is little or no evidence to indicate that the Governor seeks to influence his appointees on the Board, and there is also little or no evidence to indicate that the members of the Board draw upon the fact of their being appointees of the Governor to exert influence on behalf of the Department, especially in the legislative area.

The Governor submits the total budget for the Commonwealth to the General Court each January, and this naturally includes the budget for the Department of Education. The Office of Administration and Finance (A & F) makes important inputs into the Department of Education. Although A & F is under the authority of the Governor, there is not much evidence that the Governor's office has carefully examined the impact of A & F on the MDE. One reason for this may be the fact that the Governor has no direct adviser on education and no task force to supply him with information and analysis on educational needs and projections in the Commonwealth.

b) Executive Branch, Office of Administration and Finance

The Office of Administration and Finance has two bureaus that directly affect the Department of Education. They are the Bureau of the

Budget and the Bureau of Personnel and Standardization. The inescapable importance of decisions made by these bureaus with regard to the basic operations and functions of the MDE establishes their activities as a considerable input into the Department.

Each year the Board of Education submits the MDE budget to the Governor through A & F, where it receives careful scrutiny. The Bureau of the Budget reviews the whole education budget, while the Bureau of Personnel and Standardization focuses its attention on all requests pertaining to personnel. Of crucial significance is the lack of communication between the MDE and A & F during the course of the review. Indications are that decision making by A & F is a very insulated process, leaving doubts in the minds of many as to how priorities are set and what criteria are used. In the final analysis, it appears that requests for fiscal support receive rather arbitrary and subjective consideration. This is true with respect to the original MDE budget proposals, and it becomes critical throughout the year when the Department wishes to create new positions, add new personnel, or make promotions. It seems safe to say that given the extensive input which A & F makes into the Department, resolution of those differences should be kept in the forefront of thought in the coming years of executive reorganization.

5. The Massachusetts General Court

The principal inputs by the General Court into the Department of Education are legislation which requires the Department to carry out various operations and functions; appropriations of monies for internal operations and performance of external functions; and a sense of direction in advancing public education in the Commonwealth. For calendar 1970, more than 6,000 bills have been submitted to the General Court, about 10% of which deal with public education. Only 22 were submitted by the Board of Education, a statistic demonstrating how many other people are interested in advancing legislation affecting the public schools. Most of these bills are assigned to the Joint Committee on Education, which goes through the process of open hearings and then executive (closed) sessions, before submitting recommendations to the respective houses. A listing of members of the Joint Committee for 1970 is in Appendix F of this chapter.

The 40 Senators and 240 Representatives in the General Court consider educational legislation in their respective houses and advance each bill through the routine procedures of three readings and three votes, a possible conference committee, and then to the office of the Governor. Of course, resubmission to the Committee, amendments, rejections, and many other processes affect all legislation before it receives consideration by the Governor. As we know, the Governor has many options; however, his signature transforms a bill into law.

In the area of appropriations, the General Court has great control over public education, and this will increase with the passage of time. In the first place, the Department's annual budget for carrying out operations and functions derives from decision making on Beacon Hill. We describe in the next chapter the Department's legislative operations, which include its annual request for funding to carry out its tasks. After analysis and pruning in the Department of Administration and Finance, the Governor submits the total executive budget to the General Court, and invariably the Department's budget comes out millions of dollars lower than its original requests. Nevertheless, the final decision represents a monetary input into the Department. The MDE's operating budget for fiscal 1970 was $3,639,980, exclusive of the experimental school program and supplementary appropriations.

Approval of budget figures is only one aspect of the General Court's decision making where the fiscal side of public education in the Commonwealth is concerned. The distributions to towns and cities under Chapter 70 of the General Laws and direct payment and reimbursement to towns and cities for mandated programs fall within the legislative authority, as do decisions affecting any change in state allocations of funds to towns and cities. We noted earlier that in fiscal 1969, the Commonwealth contributed $161,060,562 toward the costs of public school education in the state. A breakdown of that figure includes the following: $112,072,349 for the Chapter 70 State Aid Fund; $22,568,473 for school building assistance; $10,535,638 for aid to pupil transportation; and the remainder for other mandated and miscellaneous expenditures. Issues affecting state aid are decided by the General Court's Joint Committee on Taxation.

The chief inputs of the General Court may be considered to be annual legislation and decisions regarding the Department budget and allocation of funds to Commonwealth towns and cities for the purposes of public education. It should be added that although the Joint Committee on Education is the most important committee concerned with public school education, the Joint Committee on Ways and Means plays a key role in decision making with respect to the financial allocations to the Department and to the communities. Other committees that occasionally consider legislative proposals pertaining to education include the Joint Committees on Public Service, on Taxation, on Public Safety, and on State Administration.

In many ways, the members of the General Court individually and collectively express views about the Department of Education and about public education in general in the Commonwealth. These views can be quite influential, especially when they reach the press and are examined by people throughout the state. Recent criticisms by some members of the General Court about the Department's

lack of initiative in drug education and consideration by the Court of such controversial issues as state aid to nonpublic schools are only two examples among many which indicate that the legislature directly and indirectly affects the operations and functions of the Department in many ways.

6. The Federal Government

The first Federal assistance to the cause of public education in America came in the form of legislation passed by the Continental Congress in 1785. This called for common schools to be provided for by land grants in the new Northwest Territory. From that time on, but in varying degrees, the Federal government has played a vital role in supporting the cause of public education in the nation. The Elementary and Secondary Education Act of 1965 and succeeding amendments to this legislation have resulted in a massive infusion of funds into all areas of education and have also served as important inputs into departments of education in all states.

The United States Congress has long been concerned with legislation affecting most aspects of public education in this nation, irrespective of the myth that the Tenth Amendment to the Constitution has some magic influence in protecting our schools from Federal influence. Today, the Senate Committee on Labor and Public Welfare and the House Committee on Education and Labor bear the prime responsibility for Federal educational legislation. In the executive branch, education was relatively a late-comer, with the original United States Office of Education established in 1867. It came under the Department of Interior in 1869 as the Bureau of Education and was absorbed by the Federal Security Agency in 1939. With the establishment of the Department of Health, Education, and Welfare in 1953, the United States Office of Education found its present home.

The principal Federal input into state departments of education is in terms of Federal funds and accompanying legislation. In other words, Federal aid to public education takes the form of categorical grants of money to state departments, to local school systems, and to individuals and institutions for specific functions. According to the Department's Division of Research and Development, Federal aid to the Commonwealth in fiscal 1969 added up to $48,177,047, and the principal allotments were as follows: Elementary and Secondary Education Act (ESEA), $21,959,826; Federal aid to impacted areas, $12,212,930; school lunch programs, $6,244,263; aid to vocational education, $3,963,168; and other miscellaneous sums. Federal educational aid in the forms of agricultural commodities and surplus property would considerably increase these figures. Almost 25% of the 1969-1970 MDE budget was supported by Federal funds.

Scribner explains in some detail the various titles in the ESEA. He also points out:

> State departments of education assume three major responsibilities in administering Federal programs in education . . . 1) formulating state plans, 2) approving and recommending local applications and proposals for state funds, and 3) cooperating with Federal and local agencies in the coordination of Federal-local programs. Some Federal support goes directly to local systems and thus bypasses state departments.

He adds that:

> . . . a delicate balance pervades the entire range of Federal-state relationships in education--a balance that persistently must weather the impact of rapid social, economic, and political change. As the Federal role increases, state legislatures and state departments of education inevitably will need to reassess continually the state's relationship to Federal and local educational agencies.

The Federal government, as well as all other governmental agencies concerned with public education--and the public at large--find it difficult to assess the role Federal aid should play. Nevertheless, Federal aid has been an important element in expanding the strength of state departments of education and also in increasing the effectiveness of public school education. The main question, however, is whether the departments, such as the MDE, have the wisdom to allocate vast Federal sums in an equitable and prudent manner within the state.

7. Educational Organizations

A number of educational organizations make many contributions to the operations and functions of the Massachusetts Department of Education. Through policy statements, recommendations, persuasion, and personal contacts, these organizations try to influence the Department to be supportive of the organizations' goals and to advance the organizations' views of what public education is and should be.

Many states have educational coalitions that seek to develop a unified stand on issues of public education with respect to their departments of education, their state legislatures, and the public at large. In Massachusetts, the Massachusetts Educational Conference Board is the coalition that plays a most active role as

a group of key educational organizations. The stated object of the Board is to "consult regularly as to the status of public education in Massachusetts, its problems, and proposals for its advancement, and to make recommendations" to the Department, to the General Court, and to other important educational agencies.

The members of the Educational Conference Board are the following: Massachusetts Association of School Committees, Inc., Massachusetts Association of School Superintendents, Massachusetts Congress of Parents and Teachers, Inc., Massachusetts Elementary School Principals' Association, Massachusetts Junior High School Principals' Association, Massachusetts Secondary School Principals' Association, Massachusetts State College Association, and the Massachusetts Teachers Association. Under the fine leadership of Mrs. Charlotte P. Ryan, the Board meets on a fairly regular basis. A high representative of the Department of Education meets regularly with the Board. The Board's recommendations concerning educational policy, as well as its recommendations to its various members for sponsorship or promotion of any program or policy, must be made by a unanimous vote.

A number of matters are discussed among Board members dealing with general problems of education in the Commonwealth and also concerning individual problems of the organizations that are members of the Board. The main thrust is educational policy, however, usually within the context of legislation proposed to or before the General Court. The Board is a thoughtful coalition of key educational organizations that represent the vital professional and attentive public interests in the state. There can be no question of the value of the Board, especially in its serving as a catalytic agent in providing interchanges and levels of understanding between and among a wide variety of groups.

Each professional organizational member of the Board probably has its own significant input into the Department, and into the General Court as well. Each is organized for a specific purpose and to serve a specific constituency. Each derives its strength from its capacity to further the interests and policy of its membership. Where interests conflict, as between teachers and administrators, for instance, the capacity of a coalition, or the Educational Conference Board, to reconcile interests and to advance a common policy is limited.

The members of the Educational Conference Board are not the only segments of the so-called "establishment." Other organizations, not members of the Board, which are influential in public education in Massachusetts are the following: the Massachusetts Association of School Business Officials, the Massachusetts Adult Education Association, the League of Women Voters of Massachusetts,

the Massachusetts Committee on Children and Youth, the Mental Health Association of Massachusetts (which works particularly closely with the Bureau of Special Education in the Department), and local chapters of the American Federation of Teachers. It is really difficult to say that there is any "establishment" as such, because the concept of establishment does suggest a force of some power that acts in a concerted manner to influence policy and decision makers.

8. Miscellaneous Groups and Forces

In the first place, the Massachusetts Advisory Council on Education (MACE), through its many studies, has provided the Department with numerous thoughtful recommendations in specific areas of educational policy. Past and present MACE studies in teacher certification, vocational education, educational financing, regionalized school districts, the comprehensive high school, special education, and others reflect genuine scholarship, broad inquiry, and serious recommendations for administrative decision making. A complete listing of MACE studies is Appendix G of this chapter, and we shall have many other occasions to note the contribution by MACE to the Department.

Secondly, there are many intellectual resources in the Commonwealth that potentially can serve as inputs into the Department. Here we refer to the great reservoir of scholars in our universities and other professional educators whom from time to time the Department calls upon for advice. Unfortunately, the Department never is able to secure in its annual budget monies necessary for expert consultants, and usually the funding for such resources is made available only through Federal programs. For instance, Deputy Commissioner Curtin was able to draw upon national experts in race relations in 1964 and 1965 to assist the Department in shaping its educational program in connection with the 1965 Racial Imbalance Act and other projects. A television series for teachers, many publications and public meetings, and a course on race relations at Boston State College at that time represented only a few excellent uses of outside intellectual resources. This important effort would have been impossible in the absence of funding under Title IV of the 1965 Civil Rights Act. The Department's potential for contributing to the quality of public education in the Commonwealth must depend upon intelligence and educational experience inside the Department and from without.

Undoubtedly there are other important inputs. National organizations, such as the Council of Chief State School Officers and the Association for Supervision and Curriculum Development; organizations in specialized areas, such as mathematics, English, and the social studies; and organizations in many areas of administration and business, through meetings and publications, contribute to the

shaping of Department decisions and performance of external functions. Individual teachers, administrators, and students in the Commonwealth submit ideas and recommendations in many areas, and of course the press and other media have at times a powerful impact upon the Department. As with any bureaucracy, the Department is the recipient of much advice, many recommendations, criticism, and other positive and negative forces that affect operations and functions in various ways. Unfortunately, the Department has no organized mechanisms to receive and give order to inputs, nor does it utilize as effectively as it might feedbacks as inputs. By this we mean reactions with respect to departmental operations and functions, reactions which are judgmental and evaluative. Many people have reported to the study staff that feedback throughout the state with respect to the Department's operations and functions does not appear to be an important input used by the Department for evaluation and improvement.

B. Operations of the Massachusetts Department of Education

By operations, we mean those procedures that take place within the MDE so that it can perform its external functions--leadership, service, and regulation. Too often judgments are made about governmental agencies and departments on the basis of how one perceives their performance of functions. Only rarely do we take time to examine the internal operations of an agency that make possible its external performance. Before we can appraise the quality of current MDE functions with respect to public education in the Commonwealth, we must first examine what is taking place at the MDE headquarters at 182 Tremont Street, Boston, and in the Department's four regional offices.

The Department is a governmental bureaucracy. It is the operational agent of the Massachusetts Board of Education for implementing the general will and the mandated functions prescribed by the General Court. Like any other public or private bureaucracy, the MDE has formal and informal structures and operations that serve as the source for conducting its external functions. The formal structure is the hierarchical organization of the Department which provides the framework for leadership from the top and upward and downward patterns of administration and decision making with respect to internal operations and external functions. There are also informal procedures and processes that permeate decision making in the Department and that cannot be diagramed in any formal bureaucratic structure. They include the personal styles of those conducting the operations of the Department and the many patterns of interactions among human beings that are so influential in shaping policy and reaching decisions.

We should like to add two points to this introduction. We are keenly aware of the fact that external functions of a bureaucracy can be only as good as its internal

operations, and thus an authoritative study such as that of Downs provides us with a guideline for assessment. Furthermore, we are aware of the writings of educators and pseudo educators who declare that public education, including public schools and state boards of education, is going or must go. Many of these writers enjoy tearing public education apart without trying to put the pieces together. They are consistent, however, on one theme that we must take seriously. They point to the fact that public educational bureaucracies in many ways adversely affect the education of our young people. This is especially the case when social forces are demanding bureaucratic efficiency and flexibility so that performance of external educational functions can be brought up to date.

Dr. Ewald B. Nyquist, Commissioner of Education of the State of New York makes this cogent point:

> The generalized restlessness among teachers, as is true with students at all levels and especially in the Negro community, is a protest or revolt against unenlightened authority, hierarchical rigidity, and the impersonal goals of the remote, centralized, self-protecting bureaucracy. There are groups of wrath all over the country. Students, Negroes, faculties all want a share of the responsibility for determining how their lives are to be affected. They are importuning, sometimes with a "touch-football activism," for representative participation in the decision-making process which affects their very destinies.

Stifling and antiquated educational bureaucracies are one of the prime reasons why so many external educational functions do not and cannot advance quality education for students. Members of the study staff have often asked MDE personnel why an obviously inefficient administrative procedure is never changed, or why an MDE employee persists in adhering to nineteenth-century office practices. Occasional replies, such as, "That's the way it's always been done" or "He may be out of date, but he's a good guy," compel us to conclude that no recommendation we or anyone else might make about improving MDE external functions will have any impact unless the internal bureaucratic operations are radically changed and improved.

Secondly, we must recognize that the MDE is only one bureaucratic agency within the total bureaucratic framework of the government of the Commonwealth. Many studies point to the broader problem of inefficient and incompetent state governmental machinery. Our analysis must certainly be viewed within the context of one governmental agency amidst dozens of other agencies that suffer similar afflictions. James D. Koerner points out that "state government in general . . . has a history of inactivity, corruption, and timidity . . . the whole of state government must be renovated if the state departments of education are to be genuinely

improved." Consequently, the MDE is not by itself equipped to meet and serve present and future educational needs in the Commonwealth. This is particularly true when we note the significant impact that other state agencies have upon the operations of the Department. Improving all dimensions of state government is as much our task as is seeking to improve the one with which we are most concerned, the MDE.

1. The Massachusetts Board of Education

Chapter 572 of the General Laws of the Commonwealth of 1965 stated that "the purposes of the board /Board of Education/ shall be to support, serve, and plan education in the public schools." We have noted that the Board also was given extensive powers under Section 1G of Chapter 15 (see Appendix D of this chapter). There can be no doubt about both the constitutional and legal authority of the Board and its mandated powers and leadership role in public education in the Commonwealth. There are, however, three specific reasons why the Board is not more effective than it is with respect to the internal operations of the Department of Education, which is its prime agent in translating its powers into educational policy throughout the state.

In the first place, the Board of Education as created in 1965 was sworn into office in January, 1966. Several reasons explain why the Board has not as yet become the powerful body envisaged in the Willis-Harrington report. It took some time for the Board members to become acquainted and to work effectively with one another. The Board, furthermore, was unfamiliar with its new powers and authority, especially since the pre-1965 Board had so little power. Extensive studies of the mandates under Section 1G of Chapter 15, how they should be interpreted, and how the Board and the MDE might best carry out their new regulatory functions occupied much of the Board's time and attention. Issues affecting the implementation of the racial imbalance law (Chapter 641 of the General Laws of 1965), especially in the cities of Boston, Springfield, New Bedford, and others, raised exceedingly complex problems, as did a number of judicial cases with respect to Chapter 641. One Board member indicated that racial imbalance issues probably absorbed 75% of the Board's time during its first two years of existence. A 1968 four-month leave of absence of Commissioner Kiernan, an extended vacancy in the office of the Associate Commissioner for Curriculum and Instruction, Commissioner Kiernan's resignation and the selection of a new Commissioner, and many other personnel situations were other factors that delayed the Board's rapid adjustment to its new position and powers and to its responding to educational problems and needs in the Commonwealth.

Secondly, the Board has not as yet exercised the political power that accompanies the power conferred upon it by legislation, especially by Chapter 572. Although the Board is appointed by the Governor, it has not drawn upon the power residual in the office of the Governor to serve as a potent lever in gaining backing for the legislation it seeks from the General Court. The Board has worked hard on educational legislation it feels is necessary, but the General Court has not felt that the Board has sufficient political instincts or expertise in pushing for legislation. Some members of the Joint Committee on Education point out that unless or until the Board does exercise some political muscle, it will not become a strong agent in the political and legislative process.

On the other hand, the Board has made sincere efforts to engage in informal sessions with members of the Joint Committee on Education and to explain its position. Some Board members have expressed the view that the General Court has given the Board considerable authority, especially in the 1G mandates, and then has obliged the Board during each legislative session to seek enabling authority through legislation to implement these mandates, particularly its regulatory functions. These misunderstandings, misperceptions, and hazy lines of authority and power have adversely affected educational legislation, have caused confusion about the 1G mandates, and thus have impaired the operations and functions of the MDE.

In the third place, the Board is not well known in the Commonwealth. Our inquiries and questionnaires reveal a wide public ignorance about the Board and particularly about its potentially powerful position with respect to public education in the state. Most people, especially educators, have direct contact with the MDE and do not realize the relationship between the Department and its source of authority and power. The news media express little interest in the Board, and Board members rarely are exposed to large audiences. One foundation of political power is visibility, and in this respect, the Board suffers a serious handicap.

William Saltonstall was the first chairman of the new Board, and he was succeeded in September, 1968, by Allan R. Finlay. Chairman Finlay allocates a great deal of his time to the monthly meetings of the Board and to extensive Board business. The Board as a whole is hardly reluctant to take stands, to work hard, and to question seriously the recommendations submitted to it for action by high-level members of the MDE staff. It has subcommittees (personnel, school facilities, etc.), and Board members serve as overseers with respect to certain MDE operations and divisions. Chairman Finlay keeps in close contact with the chairmen of the other two boards (the Board of Higher Education and the Advisory Council) and with the executive officers of those boards.

The Board considers itself a policy-making body, but not an operational agency, with respect to public education. We commend this position. When lay educational boards (state and local) become the operational agents for administration and performance of educational functions, the quality of the educational product is gravely impaired. The Board has a direct impact upon departmental internal operations and the performance of its external functions, especially with respect to implementation of 1G mandates and regulatory procedures. It has wisely refrained from direct management of these operations and functions.

In brief, the Commissioner of Education needs a strong Board in order to increase the effectiveness of the Department's internal operations and the performance of external functions. His authority stems from that of the Board, and Board members in turn can be a powerful influence on both operations and functions. However, because of the three factors discussed above, the Board has not had the influence it should to make the MDE a truly effective instrument in serving the needs of students in our schools.

2. Administration of the Massachusetts Department of Education

Administration of a bureaucracy is the process of directing and managing the internal operations of an agency by its leadership so that these operations will enable the agency to perform its necessary functions with respect to the constituency it is designated to serve. Administration of the MDE includes leadership and management, financial and legislative operations, the conduct of personnel policies and utilization of manpower, and communications. These dimensions are indispensable to the MDE's performance of external functions and to the constituencies they serve, especially the students. There is much that is good about the administration of internal operations of the MDE. It is our purpose, however, to identify administrative deficiencies so that we may have a solid foundation for recommending improvements that will increase the effectiveness of the external functions of the Department.

a) Administrative Leadership

Administrative leadership is a process whereby senior officials give purpose and direction to the daily tasks of staff members of a bureaucracy so that the staff has some sense of identity with top authorities, has feelings of belonging, appreciation of the value of tasks performed, and a desire to perform well on the job. Administrative leadership often falls within the domain of charisma, and it is difficult to measure with any precision.

On the whole, staff members of the MDE have felt for some time that leadership with respect to internal operations has been lacking; however, many feel that Commissioner Sullivan is giving them a sense of purpose and direction. We attribute this to some improvement in internal communications; in "Department Days," which provide opportunities for staff members to speak out with respect to their problems and criticisms; and in steps that are currently being undertaken to improve the internal organization of the Department. Commissioner Sullivan involves the Associate and Assistant Commissioners in all key decisions he must make about internal operations and external functions. Regular meetings of the Commissioner's "Cabinet" (Associate and Assistant Commissioners) discuss departmental problems and matters to be decided. The Cabinet is consulted concerning important positions to be filled in the Department and also serves as a sounding board for legislative issues and problems on Beacon Hill and elsewhere.

Commissioner Sullivan has made it clear to the study staff that he will not grant or approve any special favors to MDE officials or personnel. This includes pay hikes for any segment of the staff that may have special influence in the General Court and inequitable allocations of funds to staff members or to special projects. Leadership does include fair treatment among staff members, and it is our feeling that such is the case at the Department.

There is some feeling among staff members that the Commissioner and the Associate and Assistant Commissioners on the 12th floor of 182 Tremont Street are fairly remote from those on the floors below. Leadership or lack of it thus stems from bureau directors, and here we run the full range of the spectrum from inspired leadership to an absence of direction, and from enlightened leadership to authoritarianism. This, then, suggests that top management in many cases has not given leadership and leadership directives to those directly subordinate to them.

Leadership should inspire staff members to feel wanted and to have a sense of efficacy in the whole area of operations. This means a feeling of being consulted about operations and changes and of having some importance in the conduct of activities. Well over one half of the MDE staff members who responded to our questionnaire reported that they felt they could not influence and affect change within the Department.

We have used the words feeling, a sense of, and other terms which suggest that leadership is an elusive but intuitive concept. Thus our observations about leadership are just that--observations. The true test of leadership is to be found in other categories of MDE administration, to which we now turn.

b) Administrative Management

By management, we mean the conduct by top officials of the day-to-day operations of the Department. It was apparently anticipated by the Willis-Harrington Commission that its recommendations concerning reorganization of the Department of Education into five divisions and related bureaus would produce considerable efficiency in the management of departmental operations. This expectation has not been realized.

In the first place, the five (now six) divisions appear to have little relationship with one another, and there is a minimum of coordination among them. Operations tend to be segregated in the vertical compartments of the divisions rather than vertical and horizontal patterns of administration and cooperation. There is little encouragement for the division chiefs (Associate and Assistant Commissioners) to share common problems among their divisions and to extend this sharing between and among the bureaus for which they are responsible.

Secondly, the Willis-Harrington reorganization has left almost untouched those processes which really cry out for change. These include bureaucratic red tape, antiquated business practices, inadequate personnel supervision, poor scheduling of daily tasks to be performed, and inefficient working conditions.

In the third place, the Division of Administration and Personnel is not equipped or staffed to serve the needs of management in an adequate manner. The Associate Commissioner for the Division was for months the Acting Associate Commissioner of the Division of Curriculum and Instruction (the largest division in the Department), in addition to directing his own division. In recent annual reports by the Commissioner, Deputy Commissioner Curtin writes a section entitled "Coordination of the Divisions." His role, however, has not really been one of divisional coordination or administration, but rather one involving racial imbalance issues, legislation, school district organization, educational television, and securing support in many ways for departmental policy. In brief, administrative supervision in the Department has not been strong.

The General Court passed legislation implementing the Willis-Harrington recommendations (Chapter 572), but it has not responded to Department requests to provide the money and personnel required for effective and efficient management. Thus the main thrust of the Commission, reorganization of the Department so as to improve internal relations and thus to expand and improve the external functions of the Department, has not, to date, been realized. Reorganization, per se, does not produce miracles, unless it is accompanied by resources and authority to bring about needed changes within the Department. These resources

and authority have not materialized. We attribute this to the General Court, to the Governor and to his Office of Administration and Finance, and to the Board and the Department, all of which simply have not given the issue of internal management the attention it so gravely needs.

With respect to leadership and management, we note that the Department has no basic plan, objective, or projections for the conduct of internal operations. It has no inservice program for Department management and receives no direction in this area from other Commonwealth agencies, such as the Office of the Governor or the Office of Administration and Finance. Efficiency experts, managerial consultants, time-and-motion studies, cost-benefit analysis, and other approaches to increasing managerial effectiveness are not to be found in or near the Department. In the long run, educational costs in the Commonwealth are much higher than necessary because of inadequate management in the Department and in our school systems. This observation, of course, applies to many other areas and agencies of our government. Here, however, our prime concern is with education and with students, and the latter are the losers whenever bureaucratic inefficiency and ineffectiveness are present.

c) Financial Operations

The financial operations of the Department basically are concerned with efforts to secure funding for the Department's operations and its external functions, and with managing the funds coming into the Department from all sources. These operations are conducted within the total framework of the government of the Commonwealth and involve the Governor, the Executive Office of Administration and Finance, and the General Court. Therefore, the Department is clearly not an independent agent in financial operations, although the procedures it follows in exercising the authority which it does possess for the conduct of these operations must be seriously questioned.

(1) Securing Funding for MDE Operations and Functions

The principal source for MDE funding is that part of the state budget which is allocated to the Department for its operations and external functions. The state's appropriation to the Department for this current fiscal year is $3,639,980, exclusive of $500,000 for the state's experimental school program. The entire appropriation reflects a net increase of $52,544 over the fiscal 1969 appropriation. Commissioner Kiernan had asked for $6,379,320 for fiscal 1970, and this request was reduced $2,239,340, largely by Administration and Finance. The Bureau of the Budget in Administration and Finance invariably slashes the MDE

budget and places it within the context of the annual budget which the Governor submits to the General Court each year (House Bill #1). The Department's request for fiscal 1971 was $8,764,547. In House Bill #1, this request was reduced to $5,328,760. Although submitted on January 28th, the back-up figures for the Governor's budget were not available to the MDE until late in February.

This is an absurd situation and one which is hardly to the advantage of the Department of Education. Although it is a problem that is generally faced by all state agencies, it is intolerable when a Department is seeking funding support and cannot obtain information regarding the current condition of its budget request. The responsibility for this inadequacy must rest with the Governor and the Office of Administration and Finance.

At the time of this writing, House Bill #1 has just been reported out of the House Committee on Ways and Means. The MDE's budget request has been further reduced to $4,688,466. Although the budgetary process has not yet been completed, we can note at this point that the MDE's budget has been reduced nearly 50% from its original request. It is safe to assume that the final appropriation will reflect further cuts.

It would be logical for leading officials in the MDE and key decision makers in A & F to engage in ongoing consultation and in exchanges of information. It would be most helpful to the MDE if it knew more about the availability of funds for education each year as decided by the executive branch, especially the Office of Administration and Finance. Relations between the MDE and A & F are not cordial and are marked with suspicion, blurred communications, and general lack of understanding. It is our distinct impression that the MDE has sought to improve the communications and to have a meaningful dialogue concerning critical matters of mutual interest. This is one of the gravest situations as far as the effectiveness and efficiency of the MDE are concerned, and the apparent breach between the MDE and A & F is one important reason why the MDE has not been and is not being equipped for meeting the needs of public education in the Commonwealth.

In our consideration of the MDE budgetary process, we do not want to lose sight of the fact that the Department of Education budget requests must be weighed against other social priorities. Ideally, the Office of Administration and Finance should be in constant communication with each department of state government over the budgeting cycle. It should receive program memoranda and should be intimately involved in the establishment of inter-departmental program priorities. It should also help each department to determine intra-departmental priorities and should inform each department of overall budget constraints. The final budget request submitted to the Governor should reflect this year-long close cooperation between A & F and each of the agencies.

In point of fact, budget review tends to be an exercise in trimming line-item requests from each agency with no real program data ever available. Indications are that there are only about 14 people in A & F responsible for budget review. They review a line item state budget of well over 1 billion dollars. Much could be said in criticism of the efficiency of this type of operation and every reason exists for the state to review its procedures with a view toward the establishment of a program budgeting system.

So far as the Federal government is concerned, MDE personnel seek Federal funds in accordance with specific titles of legislation at the national level. This responsibility is largely that of the Assistant Commissioner for State and Federal Assistance although the Deputy Commissioner has been quite effective in securing funds for projects and programs in the area of education in race relations. Unlike a number of state departments of education, the MDE has no "man in Washington" to steer Federal funds to the Commonwealth.

(2) Internal Management of Funds

The government of the Commonwealth has accounting procedures for state finances, and all disbursements of funds come from the office of the State Treasurer. Nevertheless, each agency of state government has authority and processes with respect to the management of funds for which it is responsible. Management of funds refers to controls over commitment of funds and efficiency and speed in allocation of funds for internal and external purposes. Controls, efficiency, and speed do not characterize the MDE's management of funds, and the eventual result is a diminution in the quality of education in the state.

With respect to controls, the Associate Commissioner for State and Federal Assistance is responsible for the review of Federal funds, and a number of officials in the Department also have had authority to commit monies, especially Federal funds. It was made public in January, 1970, that one Associate Commissioner had committed around $800,000 of Federal funds toward projects which did not fall within Federal guidelines. This caused Commissioner Sullivan to note publicly that there is "no coordination in the State Department of Education for handling of Federal funds." He added that "I don't like it, and I intend to do something about it." Commissioner Sullivan then designated the Assistant Commissioner for State and Federal Assistance as the only MDE official with authority to commit and allocate Federal and state funds, a position which he always had held, but which was not honored by some other officials.

Departmental administration of funds has been weak in other areas as well. Insufficient controls and surveillance characterize the flow of dollars through the Department from the Federal government to specific projects and

school systems in the Commonwealth. We have cited earlier nationwide distress with respect to the spending of Title I funds, and this applies to Massachusetts as well. Serious questions are currently being raised about the Department's policy with respect to Title III programs (dealing with educational innovation), and one would like some accounting of the expenditures of millions of dollars for special education, vocational education, and other programs receiving extensive Federal support. We find a lack of priorities, minimal relationships between vast sums of money and benefits received by students and educators, poor evaluation, and other loose administration. Confirmation of the fact that the Assistant Commissioner for State and Federal Assistance is the chief gatekeeper over the flow of funds should help to improve this situation.

One major cause of low morale among many professional members of the MDE staff is the matter of expense monies. On the one hand, these people are expected to travel throughout the state to perform professional functions. The cost of the trip, food, and lodging, plus other expenses, rapidly mounts up, and this presents a hardship for underpaid educators. When their own Department takes months to reimburse them, their inclination to travel, to consult, and to provide services is considerably diminished. This situation accumulates over the years and is one example among many of how internal operations have a very detrimental impact upon MDE performance of external functions, upon recruitment of new professional personnel, and upon the morale of those who are presently in the Department.

We see no reason why procedures in the Business Office cannot be made more efficient and why processing of accounts cannot be more expeditious. Although standard procedures for completing invoices and expense statements are necessary, there is no excuse for the delays and for antiquated business operations, irrespective of the fact that the Business Office is inadequately staffed. We must add, too, that the Office of Administration and Finance plays an important role in allocation procedures, and there is little evidence that A & F is any more efficient or expeditious than the Department of Education. A & F is extraordinarily slow in processing financial accounts and in giving approval or disapproval to requests from the MDE Business Office for decisions about salary rates and other questions which the A & F has the authority to decide. In many cases, delayed A & F decisions account for the MDE's losing the people it wanted.

One can document delays in allocation of approved funds to individuals and school systems which lead to many other kinds of problems. Programs are postponed, desirable personnel move to other positions, and both internal morale and external images suffer. These factors and others simply reduce the capacity of the MDE to serve public education well.

The Business Office and thus the entire operations of the Department are hamstrung by the fact that as yet, there is no state computerized system for financial transactions. Although conversion to such a system is currently under way, progress has been slow, and expectations for modernizing the current green visor and quill approach to financial operations have been frustrated.

It is clear from our examination that the Department cannot perform high-level external educational functions on the basis of the present structure and processes of its internal operations. Many fine people in the Department do much beyond the call of duty in seeking to make the best of what they have; however, this simply is not good enough. Establishment of priorities, effective and efficient planning, the quest for and receptivity of feedback, and making projections for future educational needs in the Commonwealth--all are operational tasks that are not in conspicuous abundance at 182 Tremont Street. Most people in the Department are reasonably aware of these shortcomings, but too many are willing to place the blame elsewhere. If the house is not put in better order, any recommendations we make for improvement in performance of external functions cannot materialize.

d) Legislative Operations

During the 1970 legislative season, more than 600 bills dealing with education have been submitted to the General Court. About one third of them concern higher education in the Commonwealth. The legislative package developed by the Department of Education is set forth in House 115 and the following twenty-one bills (H-116-137), which spell out in detail the specific requests by the MDE for educational legislation.

The Department's legislative operations provide a recurring theme for this study, in that its internal procedures determine to a considerable degree how well it can exercise its external functions. Its capacity to get the legislation it feels is necessary for its work in the Commonwealth hinges on its own legislative organization and its influence in getting that legislation passed. All of this is vital to the Department, as the General Court has the power to determine, through legislation, the structure and operations of the Department of Education. It also has legislative authority to take over responsibilities for all public education in Massachusetts. The General Court, as so many have told us, is "where the action is" in retarding or advancing public education in the Commonwealth.

The Department of Education may recommend what it considers needed legislation, but it is totally at the mercy of the General Court with respect to what laws it must deal with and enforce as far as the schools are concerned. The MDE does not have a good image on Beacon Hill and generally is not too persuasive in getting what it wants. In 1969, the Department sponsored 16 bills, 10 of which were tabled or killed. The recommendations of this study eventually will

end up "where the action is," or the General Court, and thus we are most conscious of our responsibility to provide a clear picture of MDE operations in this area and the nature of the legislative process itself.

(1) MDE Operations with Respect to Legislative Operations

The crucial day for legislative operations in the MDE is the first Wednesday in November, when state administrative departments must submit legislation which they propose for consideration by the General Court in the session beginning in the following January. In the late spring, therefore, the bureaus and divisions are asked to make recommendations concerning legislation which would strengthen internal operations and external functions of the Department. The Deputy Commissioner coordinates the effort within the Department, and he and Commissioner Sullivan present the basic proposals to their colleagues in the Cabinet. The proposals are refined, and the Department's "package" is submitted to the Board of Education. Upon Board approval, the package is sent to the General Court, where it goes on the calendar for legislative consideration. The Massachusetts Department of Education Association, a group of professional educators within the Department, is taking an increasingly active role in legislative operations, and it also assists in gaining support for MDE proposals from political and educational interest groups.

For more than ten years, leading officials of the Department have sought to involve in the shaping of legislative proposals organizations such as the Massachusetts Parent-Teacher Association, the professional organizations of principals and superintendents, the Massachusetts Teachers Association, the League of Women Voters, and labor groups. The Commissioner and his Cabinet have sponsored "coffees" for members of the General Court and consulted with key legislators to exchange ideas and views about educational legislation. Although these efforts are commendable, much remains to be done to develop a viable "Legislative Advisory Council" which will be effective in helping the Department to realize its legislative goals.

(2) The Legislative Process

By January, the legislative calendar includes bills in the area of education submitted by the Department and by others. The 22 bills proposed by the MDE for the 1970 session were distributed as follows: 14 to the Joint Committee on Education; 3 to the Joint Committee on Taxation; 4 to the Joint Committee on Public Service; and H-124, with respect to the salary of the Deputy Commissioner, was deferred to the next annual session.

The internal coordination of the Department's legislative package and the liaison function (between the Department and the General Court) falls

within the domain of the Deputy Commissioner. For the past two years he has had the full-time assistance of one "Supervisor" to help with legislative operations. In addition, various Department officials may spend time on particular segments of legislation such as during the drafting stages and in testifying before committees of the General Court.

As we know, legislation reported out of committee goes to the two houses of the General Court and is often subjected to some compromise between them. Successful bills then are submitted to the Governor for approval or rejection. It is our overall observation that once educational legislation is submitted in the late fall, the Department is not a potent direct force in advancing what it recommends to the General Court, although intense behind-the-scenes efforts by some MDE top officials have on many occasions saved desired legislation and killed many ridiculous bills in this area.

The study staff has interviewed many legislators on committees dealing with educational legislation, especially the Joint Committee on Education. The overall impression of the Department and its legislative efforts conveyed to us by these key people suggests reasons why the Department is not more successful in gaining legislative support for its programs and policies.

In general, education has a low priority on Beacon Hill because its cause and political thrust are poorly articulated and weak. Many legislators indicate that they strongly endorse the concept of quality education for the schools, but they feel that the Department is not an effective agent in assuming educational leadership in the state.

Legislators tend to be functionally oriented and are not in tune with the philosophical dimensions of education. A feeling was expressed by many that some educators are "holier than thou" and have little or no respect for publicly elected officials. Studies and research reports indicate that politicians and educators "don't mix," and this rings true on Beacon Hill. The legislators are concerned about their images in their constituencies and their record for cutting costs in the budget. Education at the state level has low visibility, and bills calling for heavy state expenditures in education are not popular.

Many committee members concerned with education feel that the General Court is the key state agency in education and that the local school districts know best how to run their own schools. This view places the Department and the Board at a distinct disadvantage. Several note that the 1G mandates in the Willis-Harrington legislation (Chapter 572, 1965) give the Board and Department powers and regulatory functions that really in their opinion belong to the local school districts. These people strongly oppose any idea of the MDE's withholding funds if a

local district does not live up to mandates. Some others, however, feel that the Department has not exercised its regulatory functions strongly enough. Some say that the Department is quite severe with respect to enforcement in districts throughout the state, but does not bear down hard on Boston because of strong political interests in the state's capital. Many note that they make decisions and vote on educational legislation in the "best interests of my district," rather than on a state-wide basis. In brief, the local district--state-wide conflict comes through in many interviews.

There is wide feeling that the Department's legislative proposals lack imagination, innovation, and a thrust toward educational reform. The Department is too negative and protective, rather than forward looking. It reacts to crises rather than acting for a broad-gauged approach to education. Genuine educational leadership is absent, according to many legislators. No overarching rationale is presented about the merits of legislation submitted, its costs in relation to objectives, or how proposed legislation will advance the quality of education for students. We were particularly impressed with the views of many that the Department rarely mentions what it feels is best for students and that legislation often is not oriented toward the best interests of young people in the state. Given the overall objective of our study, this criticism seems quite valid. It is noted that the Department has no research staff to deal with legislative proposals, and since the Joint Committee on Education has no research facilities whatever, this void is not conducive to getting desired legislation down the pipeline.

Political dynamics was also cited often by legislators. They indicated that the Department and the Board have little or no political muscle and apparently are unable to muster effective political support for their causes. Other state agencies are much more potent in the political arena, have strong political agents and representatives, and are able to offer quid pro quo's or tangible favors in return for legislative support. Interests behind vocational and special education are powerful on the Hill because they do have some jobs to offer or some special charisma associated with their endeavors.

Vocational or occupational education is particularly strong in the State House. The people representing this field of education have the capacity to speak the same language as many legislators, and the latter have many people in their constituencies who call for stronger programs in the area. This partially explains why we now have in the Department of Education a new division in occupational education headed by a new Associate Commissioner. But where is the constituency for research, development, or curriculum innovation? It does not exist.

Clearly, the Department's visibility in the State House is not high, nor are its image and visibility around the state, a situation very much apparent to legislators, whose power and quest for upward mobility are directly related

to what counts politically and what does not. Education, as such, counts. In the minds of many legislators, however, education is not necessarily associated with the state's leading educational bureaucracy, the Department of Education. With little political muscle, no dynamic thrust, and unpopular powers in the area of regulation and enforcement, the Department is not the top-drawer state agency on Beacon Hill. Despite the intensive efforts of the Deputy Commissioner and his Assistant, the Department has no program for legislative coordination, especially with the reservoirs of political power that are critical in any legislative endeavor. There are strong differences among some legislators regarding what the Department is or should be and its powers and potential role in advancing education in the Commonwealth. Altogether, the Department, and especially the Board of Education, have not presented their case well on Beacon Hill.

On the other hand, the General Court and legislators directly concerned with education leave much to be desired. In many cases, they do not accord Department officials the respect they deserve. Attendance at Committee sessions by some members of the Joint Committee on Education is sketchy. There is no departmental access to vital decisions of the House and Senate Committees on Ways and Means with respect to the Department's budget. Legislators have not gone halfway in responding to Department efforts to discuss legislative proposals dealing with education before they have been submitted. Legislators have not attempted to assess state-wide educational needs and goals as compared with the interests of their own constituencies. They generally have not reviewed the extensive powers the Office of Administration and Finance exercises with respect to the Department of Education, and they have not demanded that the executive branch, especially the Office of the Governor, give an accounting of or support for the Department. These points, we should add, are our own observations.

Perhaps of greater importance are the political dynamics of educational legislation. We appreciate the fact that legislators' political power comes from their constituencies and the images, demands, and expectations of those constituencies with respect to education. On the other hand, under the Willis-Harrington legislation the General Court collectively has given considerable authority to the Board and to the Department of Education. The General Court has demanded that the Board and the Department set certain educational standards (the 1G mandates) and enforce them. When, however, the Department seeks to do this, some local school districts feel that they suffer, and so they run to their representatives in the General Court. Often these representatives do not defend their delegation of authority to the Department, but condemn the Department for assuming "too much authority" and for undermining the power of the General Court's responsibility in the area of education.

As we read the study made by the Willis-Harrington Commission and the 1G mandates in Chapter 572 (see Appendix D, Chapter II), the Board of

Education was given broad powers to develop certain standards with respect to education and to apply them through the Department of Education. The Board and the Department were given latitude in shaping the specifics of the general delegation of authority to them by the General Court. Either the legislature should withdraw those powers or should give the Board and the Department latitude and resources (especially funding) to implement them. It should not be necessary for the Board and the Department to go to Beacon Hill each year seeking legislation and funding for carrying out the intentions of Chapter 572. In the meantime, quality education for students inevitably suffers.

e) Personnel Policies

Critical problems affecting the capacity of the Department of Education to hire, promote, stimulate, and retain the kinds of educational personnel essential to quality in education substantially blur the vision of the Willis-Harrington Commission for excellence in education in the Commonwealth. Although the MDE staff includes many fine, experienced, and dedicated educators, the fact remains that affluent school systems, universities, the Federal government, and other agencies in the educational arena can offer salaries and other inducements which the MDE cannot match in any substantial way.

There are three categories of personnel. The Commissioner, the Deputy Commissioner, and the Associate and Assistant Commissioners are first, and their positions are established by statute (1 F, Chapter 15, of the General Laws). Second are the professional personnel who occupy nontenured positions and who serve at the pleasure of the Board of Education. The third category is made up of tenured staff on civil service whose positions are classified along with all other civil service employees of the Commonwealth. The major problem is the Department's inability to pay adequately the professional staff members, whose remuneration is determined by a state pay scale that does not provide competition with educational agencies which can offer higher salaries and which have much autonomy and flexibility to hire and promote. Local school systems are the major example of such agencies.

House 130, currently under consideration by the General Court, is a bill comparable to ones the Department has filed for years, seeking salary raises for professional staff. House 130 actually calls for an increase for each professional staff member by five groups. In effect, this would permit the Department to pay its professional staff more and to hire professionals at higher salaries than the present scale now permits. For years the Department has called for autonomy in paying professionals, and now it seeks "flexibility," or the capacity to make salary allocations within the budget established by the executive branch of government and the General Court. Because some members of the General Court oppose the concept of autonomy or flexibility with respect to these pay scales, allowing the Department to

bring its salary scale more into line with salaries which other agencies offer, the Department simply is not able to compete for those kinds of educators it must have to advance quality education in the state. Unless House 130 or other legislation and policy give the Department what it needs in the way of salary levels, most of the effect of this study will not be translated into educational policy.

The Board of Education is responsible for personnel policy, and the Commissioner and Associate Commissioner for Administration and Personnel shape this policy in their recommendations to the Board. Personnel administration absorbs an unusual amount of the Associate Commissioner's time. It is our opinion that this expenditure of time could be substantially reduced if he were not burdened with ancient business procedures and if the MDE had a better relationship with the Office of Administration and Finance, which has unusual powers with respect to the Department's personnel policies.

(1) Recruitment and Placement

In recruiting professional personnel, the MDE's Associate Commissioner for Administration and Personnel will recommend to the Board of Education that a candidate be appointed to the particular position at a certain salary step within the job group specified in the position. After making the proper review, the Board in turn makes a request to the Bureau of Personnel (in the Office of Administration and Finance) that the applicant be so appointed. The recruitment process as conducted within the MDE is rather straightforward and unencumbered.

With the forwarding of the Board's request to the Bureau of Personnel, the process now becomes obstacle-ridden and cumbersome. All data on the candidate are reviewed by a personnel analyst, who takes considerable time in processing this material, as all information is thoroughly checked with respect to the applicant and the position. It is at this point that disagreement often becomes apparent between what is requested by the MDE and what will be approved by A & F's personnel analyst. The area of contention usually revolves around the starting salary. Within each job group of the state salary schedule, there are seven salary steps. The particular step depends upon the "comparability of prior service" that can be demonstrated by the applicant. The greater and more extensive are the experience and previous service of a candidate, the higher will be his starting salary step. While A & F interprets previous service quite strictly, the MDE usually makes a flexible appraisal with respect to bona fide educational experience and service. Consequently, there often are two different proposals for the starting salary of a candidate.

This review by the Bureau of Personnel is time consuming, and it often becomes extended because the MDE attempts to secure higher starting salaries for its recruits. If the candidate is able to survive the waiting period, he may

find that the final decision rendered by A & F is unacceptable to him; and he is thus lost to other organizations. In large part, then, sincere efforts by the MDE to attract high-calibre personnel often are frustrated by decisions made outside of the Department by A & F's Bureau of Personnel.

This is one reason why it is so necessary for the MDE to have autonomy or greater flexibility in the matter of personnel. Red tape, long periods of uncertainty, differences between the MDE and A & F on personnel questions, and, in particular, low salary levels make it difficult for the MDE to hire the people it needs to perform its functions well. If House 130 were to pass this legislative session, matters would be eased considerably; however, the difficulties between the MDE and A & F would no doubt persist to some extent.

One of the most salient points noted throughout our study is the significant influence exerted on MDE policy by forces outside of the MDE. The problem of personnel recruitment is one example of the significant inputs made in this process by the Bureau of Personnel. Another example is in a closely related area, that of preparing a job specification for a new job title in the MDE.

The actual writing of the job specification is done entirely by the Bureau of Personnel at A & F, with the MDE providing only a general outline. The job specification, as prepared by the Bureau of Personnel, is the only existing job description for a particular professional position. A job specification exists for each job title; it is, however, a very general outline of qualifications required and duties to be performed. For example, the job title may be "Supervisor in Education"; hence there is a job specification which goes with this title and applies to every professional whose position is that of a Supervisor in Education. The MDE has more than 50 Supervisors in Education, with several in each bureau of the Department. Although there is only one job specification for this job title, the various Supervisors perform very different duties. The work of a Supervisor within the Bureau of Research, for example, has little resemblance to that of a Supervisor within the Bureau of Special Education, in terms either of qualifications, experience, or duties. Thus the existing job specifications are almost useless in describing duties to an applicant or in providing direction and guidelines for those who are presently employed. Both the Bureau of Personnel of A & F and the MDE are responsible for this inadequacy. The vague job specifications are actually written by the Bureau of Personnel. The MDE, on the other hand, has not taken initiative to prepare job descriptions for internal use which would be more consistent with the duties actually performed in each particular position.

Personnel recruitment is somewhat haphazard at the MDE. There is no specific recruitment policy. Staff openings are posted first within the MDE and then outside, usually in schools in the Commonwealth, which are the major recruitment source for most MDE professional positions. The main problem is the

lack of freedom by the MDE to make its own decisions about previous and comparable service and thus about starting salary within the framework of the state pay scale. The fact that there are currently about 50 vacancies in the professional staff of the Department is one clear manifestation of the recruitment problem, and also that of retention of personnel.

Finally, it should be noted that the Department's plan for internal reorganization will depend heavily upon the procedures set forth above. Thus the Department will have to get full approval from A & F, the Department of Civil Service, and the General Court for the creation and filling of new professional positions, as well as the necessary funding. This would appear to be a gigantic task.

(2) Promotion

With respect to professional personnel, promotions first take the form of the individual's being boosted up the seven steps in his specific salary group. To be promoted to another and higher salary group, one must receive a change in position which would have another job title and a different job specification. For example, a staff member at step seven in group fifteen (a supervisor) would stay there unless his duties were changed to conform to the specifications of a senior supervisor, or unless, of course, a senior supervisor vacancy opened and he was invited to consider this position. Some staff members enjoy their present positions (such as senior supervisor in science) and yet cannot receive salary increments for these positions after reaching step seven. There is no merit-rating system or other way to be promoted to a higher salary level.

A staff member receives first consideration for promotion to the next job level, providing he has the qualifications and suitable record. A division head can "borrow" a staff member from another division for temporary or even protracted service provided all concerned agree on this transfer. Such cases of flexible mobility are fairly rare.

(3) Personnel Development

There is a distinct lack of programs for personnel development in the Department. There is nothing that one would call "inservice" training, and there is no real effort by Department officials to give the staff new insights in the field of education, training with respect to educational technology, or other programs and information necessary for keeping personnel up-to-date and equipped to deal with change. Title V funds from the Federal Elementary and Secondary Education Act are designed to strengthen state departments of education. The Department received more than $600,000 under Title V in fiscal 1969; however, to the best of our knowledge, these funds were not used for personnel development. This is a very deficient area as far as internal operations are concerned.

Many of the tasks to be performed by the professional members of the MDE staff are matters of administration and supervision. (We seriously question the term "supervisor" as applied to most of the professional staff.) Generally these people are drawn from the ranks of the teaching profession and have had little or no orientation to the techniques or demands of an administrative position. Having no orientation or inservice training in this area thus results in performance of operations by people who really do not have the experience or the capacity to handle them well.

(4) Retention of Staff

Resignations come largely from the younger professionals, those at the levels of Assistant Supervisor, Supervisor, and Senior Supervisor. Between July, 1968, and January 30, 1970, there were 59 resignations by professional MDE staff, usually for higher paying and more prestigious positions. Many of these people have told us that they valued the experience they gained at the Department, but that it was abundantly clear that provisions for salary increases and promotions made it impossible for them to stay. Service of lower-grade professionals generally lasts from 14 to 16 months before they move on. It takes many months for new professional personnel to learn the ropes within the Department and to meet and work with educators and school systems in the field.

The personnel situation at the MDE, as is undoubtedly the case in other branches of the state government, is not conducive to providing needed services to the people of the Commonwealth. Reasons for this situation in many instances lie outside the Department, especially in the Office of Administration and Finance. Much fault lies within the Department, however, irrespective of staff shortages and other operational problems. Although many improvements cost money, many others do not, and in the case of personnel, much can be done to make the Department a more smoothly functioning agency of government. In February, 1970, for example, the MDE issued a most useful document for staff members entitled "Handbook for Employees." This monograph covers the organization of the Department, notes on communications with the public, working conditions, staff benefits, advancement, and forms and business procedures.

f) Utilization of Manpower

The evaluative analysis of this study points to poor utilization of manpower in the Department. This comes through, in particular, in interviews with people who are considered excellent staff members. Such interviews show, first of all, that many seasoned professional staff members are assigned to tasks which have little or nothing to do with their areas of competence. The demands of bureaucratic red tape are alien to the professional educator who eagerly seeks an

opportunity to serve in the field and to improve educational programs and processes in the schools. Quality education for students is not advanced when professional educators, for many reasons, are sitting behind desks at 182 Tremont Street and are not in the field improving school services for schools and students in need.

Secondly, many professional staff members in the Department do not allocate their time (or their time is not allocated for them) in areas where there is the greatest need for them to work. These areas include disadvantaged schools in urban and rural areas. It may be good form to spend time in affluent and blue-ribbon schools and with the staffs in those schools; however, we suspect--we know--that many of these schools have little need for the educational services of the Department as presently organized. Unfortunately, the Department does not provide sufficient direction to some of its professionals and thus does not make the best use of their expertise and experience.

In the third place, there is the matter of priorities. An operational function of management is to establish priorities and follow them through. We find no listing of educational priorities in the Department and thus no allocation of professional staff to meet those priorities. Effective and efficient manpower utilization must conform to some plan of operations and a hierarchy of problems to be faced. If integrated education or problems of the urban schools are high on a list of priorities, then manpower and resources should be mobilized to tackle them. This simply is not happening in the Department.

g) Communications

Communications between and among people in the Department leave very much to be desired. Our concern here is with patterns of interaction and information among people in specific divisions and bureaus (vertical communications) and those among people who hold similar positions, but who are in different divisions and bureaus (horizontal communications). We are not dealing with external public relations (a leadership function), although we shall note that the Department is ill-equipped in this area. There are many correlations between communications and personnel, especially when poor internal communications adversely affect the morale of the staff, as is the case at the MDE.

Sources of information on our assessment of communications include extensive interviews with the staff, responses from questionnaires sent to the staff, many comments and critiques by the MDE employees at the "Department Days," and other observations we have made during our study. Furthermore, we commissioned a special study of MDE communications which was conducted by graduate students of the Boston University School of Public Communication working under Professor Carol L. Hills of the University. We have drawn considerably on their incisive inquiry.

The Willis-Harrington Commission did surprisingly little with the area of communications. The Willis-Harrington "legislation," Chapter 572 of the General Laws of 1965, states that the Board of Education shall be "a communication and information center serving all the public schools of the Commonwealth." As a matter of fact, the 1837 law creating the first State Board of Education gave the Board a similar mandate: "To collect information of the actual condition of the schools. . . and to diffuse as widely as possible throughout the Commonwealth information of the most approved methods of conducting the education of the young." Although we consider diffusion of such information and Department public relations in general as an external function rather than an internal operation, the performance of fun- -ons--again--depends on what does or does not happen within the Department. Our central point here, as in the other parts of this section of Chapter II, is that if communications are bad within the Department and if there are great weaknesses in departmental organization and administration of communications and information, then its capacity to have a solid public relations program and to disseminate information effectively is severely limited. This clearly is the case. Some general comments about people and issues in the area of communications may be made. Only two people in the Department are assigned to "public information," and both are paid out of budgets for other bureaus, as there is no funding for the so-called Bureau of Public Information. No one is specifically assigned to supervising and expediting communications within the Department. As previously noted, there is no complete list of personnel in the Department by division, bureau, or any other framework.

There is no receptionist for the Department to direct people to specific offices. The telephone system is incredibly inadequate. One must know the number of the specific person he is calling in the Department, since there is no central switchboard number. As so much of the business of the MDE must be conducted by phone, especially since there are insufficient funds for professional personnel to perform duties in schools throughout the state, the cumbersome telephone system is a distinct liability.

With respect to vertical communications, the reader may be interested in MDE responses to our questionnaire. Two questions were asked. On communications within "your" division, 34 replied no or none; 42, very little or very bad; 30, moderately little or moderately bad; 27, satisfactory; 20, moderately good; and 21, very good. On communications within a specific bureau, the staff replied within the above six categories as follows: no or none, 19; very little, 18; moderately little, 26; satisfactory, 34; moderately good, 27; very good, 51. Our breakdown of these responses indicates that the 51 who felt that communications within the bureau were very good reflect a sensitivity on the part of the bureau chiefs administering these bureaus. In other words, we have a fairly good idea of where in the Department the vertical communication process is working and where it is not.

Decisions made at the top take a long time, if ever, in trickling down into the divisions and the bureaus. There seems to be little upward movement, or utilization of recommendations by the top from those down the line. Many staff members told us that they feel they really have no power to affect change within the Department. This varies from division to division and bureau to bureau, depending on the division and bureau chiefs' inclination to inform and be informed. The main problem is that there is no solid directive from the top to implement a process of vertical communications and to inform employees, especially the professional staff, concerning principal decisions affecting the Department or public education in the Commonwealth. Lip service is paid to the concept that "all have a voice"; we find, however, that many professional members of the staff really feel that their voices are not heard.

Horizontal communication is important. A senior supervisor in science and one in romance languages have much in common in the administration of their duties and in providing services to the schools. The people in curriculum innovation should be talking to those dealing with school facilities, and a supervisor in the Division of Research and Development may be helpful to a supervisor in Administration and Personnel. This states the obvious, but it is also obvious that unless there are informal communications and sharing of information among people who hold the same positions, but serve in other bureaus and divisions, this process does not take place. Our interviews reported this quite heavily, as did responses from our MDE questionnaire on horizontal communications: 59 reported none; 32, very bad; 26, moderately little; 27, satisfactory; 18, moderately good; 7, very good.

The Boston University researchers tell us that lack of horizontal communications tends to produce considerable duplication of work and repetition of duties which could have been prevented by better administration and communications. Lack of horizontal communications also results in some tasks never being carried out because it was "assumed" that someone else at the same level was taking care of the matter.

Communication is intertwined with personnel issues. Gross inadequacies in communication lead to inefficient operations, frustration, low morale, and other factors which have a detrimental impact upon the desire and capacity of personnel to carry out their professional functions in an inspired and effective manner. It really takes very little effort to inform a person, to tell him some of the very good things the Department is doing, to talk about some genuine forward movements and accomplishments in many schools, about exciting innovations the Department has launched, and about a vigorous drive for better salaries and a stronger Department. Such information boosts the ego and gives people pride in working for the Department. It is not in evidence today.

Commissioner Sullivan has started a staff newsletter, Intercom, and the "Department Days" are providing a useful arena for staff members to discuss their common problems and to get to know one another. Furthermore, the "Days" provide an opportunity to speak out on departmental issues and problems and to submit recommendations for change. These are sound, but limited, steps in the right direction.

In the early summer of 1969, Commissioner Sullivan appointed a "Professional Activities Study Committee," comprised of departmental staff and chaired by Assistant Commissioner James F. Baker. The Committee was charged to identify and specify activities in which professional personnel engage, to identify priorities now assigned to these activities, and to make recommendations for the establishment of new priorities consistent with current capabilities and funding. The provisional report of this Committee was submitted to the Commissioner on October 25, 1969. It should be underlined here that the Committee found that a great deal of the work of the Department's professional staff is allocated to operational tasks rather than to leadership, innovative services, and direct involvement with the teaching-learning process in the schools. If operational procedures take so much time, and if the Department's operations are in poor shape, then its leadership and service functions for the schools can hardly advance quality education in Massachusetts.

C. Performance of External Functions

The performance of external functions by the Department of Education stems from its conduct of internal operations, and thus naturally follows a discussion of those operations. The three external functions--leadership, services, and regulation--are common to all state departments of education. Our main concern is how these functions are performed in Massachusetts.

We cannot appraise in any detail all the external functions performed by the Department. We therefore present a profile of these functions within the context of the three principal areas. Our main purpose is to give to the reader some idea of the magnitude of the functions and some understanding of their diversity and complexity. We seek to inform and also to examine in a critical but positive sense so that our recommendations will have a forward and not a negative thrust and impact.

One cannot help but be impressed with the broad dimensions of these functions. We were not aware of them ourselves until we talked with Department staff and other educators and members of the attentive public interested in education throughout the state. If the Department were to catalogue all that it is called upon to do and all that it has taken on in seeking to serve public education in the Commonwealth--and with limited resources--many would be less inclined to criticize and more prepared

to help the Department to sharpen its priorities, to consolidate its far-flung external operations, and to assist young people more directly in gaining a quality education. We trust that this report will aid the public to realize that the inadequate structure and process of internal operations, as well as the impossible tasks imposed upon the Department, reduce substantially its capacity to perform its external services more effectively.

Our examination of external functions is not organized along the lines of present or proposed departmental organization. We have established our own framework for analysis and also for making the recommendations we set forth in Chapter III. We should note that there is considerable overlapping among the leadership, service, and regulatory functions. For instance, we hail the Department for its leadership in the area of integrated education and the services it provides toward this end. We also note that the 1965 racial imbalance law, for example, has a regulatory function as well. The same is true for school facilities, consolidation of school districts, and a number of other external functions.

We request the reader to examine again Appendix A of this chapter, which sets forth our evaluative analysis for this study. For this section of Chapter II we relied extensively on the many interviews of MDE personnel as well as responses to our questionnaire by the departmental staff. The views of educators throughout Massachusetts with respect to Department functions were particularly valuable. The reports of the Commissioner of Education in recent years also have been of considerable assistance; however, we feel that these reports lack organization and also vital data for appraising the operations and functions of the Department. It would be useful, for instance, to have an accounting of how the varied operations and functions are organized and relate to each other rather than to delve into the individual reports of the Associate and Assistant Commissioners. Diagrams and graphs with respect to the sources of Federal and state funding would help considerably, as well as flow charts showing how these funds are allocated and to which programs. Information is needed on approximately 35 advisory committees to departmental operations and functions, as is an accounting of school systems reached. Above all, we would like to have an analysis of how the Department is actually advancing school achievement of students through its leadership, service, and regulatory functions. It has taken us many hours to secure this information, and even our resources have not been able to uncover all that is necessary for public consideration and discussion.

1. Leadership

Department staff and educators throughout Massachusetts feel that leadership is the most important external function of the Department of Education. We take leadership to mean the development of the goals of education for the state and recommendations on how to attain them. We thus see leadership as a vital role of

the Commissioner of Education, of educational innovation by the Department as it seeks new and better ways to attain goals, and of providing a climate for the public to embrace the leadership role of the Department.

a) The Role of the Commissioner

The study staff has examined how previous Commissioners of Education have carried out the role and functions of their office. It is clear that each state leader of education has his own style and mode of operations. Nevertheless, we are concerned with the incumbent Commissioner, what he is doing today, and what his vision for tomorrow is. This is Dr. Sullivan's second year in office, and although it is somewhat early to make judgments about his leadership role, his style, public statements, and reports do provide a reliable basis for our assessment.

The first paragraph of the Annual Report of the Commissioner of Education presented to the Board of Education on November 15, 1969, expresses well Commissioner Sullivan's perspective on his office:

> The role of the Commissioner of Education in this Commonwealth is historically significant. In the dynamism of today's unresolved problems, this particular Commissionership provides opportunities for educational statesmanship which I regard as unparalleled in the nation. In accepting appointment to this position during this past year, I was deeply conscious of the great tradition of the office. As Commissioner I am committed to institute those changes which will bring us closer to the goal of equal educational opportunity for all children and youth.

His report goes on to stress quality educational goals for students, and we applaud this emphasis. He calls for accountability by educators to the public at large. He underlines the need for improving communications, integration of the schools, human relations in education, involvement of students in the teaching-learning process, advances in occupational and vocational education, and more emphasis on research and development.

Commissioner Sullivan sees a distinct need for leadership by him and his office. Although he makes it quite clear that he is obliged to enforce the mandates imposed on the Board of Education and the Department by the General Court, he would prefer to stress the carrot rather than the stick. He has not hesitated to assume a leadership role with respect to legislation he feels imperative

for education and his Department. He has traveled extensively throughout the state, has listened to the views of many, and has sought to translate the ideas of educators and the public into educational policy. He has spoken with a firm voice on a number of educational issues, and while some have questioned the tone and content of his statements, at least he is making his position on these issues known.

Of particular importance is his desire to solicit the opinions of students. With assistance from the Bureau of Civic Education, he has organized a Youth Advisory Council, a representative group of Massachusetts students, which expresses its ideas and criticisms on a number of educational issues. It is our view that Commissioner Sullivan is taking a strong leadership role and our expectation that he will continue to do so.

b) Educational Innovation

One prime test of leadership is whether educators and agencies are taking initiative in infusing innovations and change into the process of education. We have noted the rapid changes in education in the 1960's and what we can reasonably expect for the 1970's. Education officials who do not seek to accommodate the educational process to these changes, and the changes to the process, are condemning students to a status quo that goes out of date each passing day.

Former Commissioner Owen B. Kiernan, in recognizing this fact, created the Bureau of Curriculum Innovation in 1967; and although that Bureau has had limited funds and staffing, it has compiled a notable record of achievement. The Bureau uses Title III (ESEA) funding to advance support of innovative projects in the state which are organized on a regional basis. The second issue of the Bureau's major publication, Kaleidoscope, sets forth the operations and achievements of these regional "Title III" centers. The first issue of Kaleidoscope describes in some detail innovative curriculum projects in the Commonwealth. That publication was the outcome of the Bureau's "Project Unlock," which successfully sought to uncover state projects and institutions in the area of educational innovations. Twelve regional councils covering about 95% of schools in the state worked with the Bureau on Project Unlock and continue to identify and report innovative programs and projects.

The Bureau receives roughly $800 a year from state funds, and the rest of its support comes from the Federal government. There is presently considerable concern about Federal support for the current fiscal year, and continuation of funding for the Title III projects, as well as for professional members of the Bureau, is by no means certain. Some have pointed out that it was unfortunate that the Willis-Harrington legislation and major Federal funding came about the same time (1965), as some members of the General Court have taken the position

that Washington should bear the major responsibility for such areas as innovation and research and development. In our judgment, the state should by all means give strong support to innovation and research and development, even if Federal funding is substantially reduced. Leadership demands these functions by the Department.

Bureau personnel are presently working on a plan for the assessment of state educational needs. Bureau staff also have plans on the drawing board that could advance innovation and dissemination to the schools and students of qualitative projects and educational processes. The people in this Bureau are first-rate educators and should have the opportunity, flexibility, and funding to continue their leadership role with respect to Massachusetts schools.

c) Public Relations

We distinguish between public relations, or providing a receptive climate for the productivity of a person or an agency, and information procedures, which are essentially designed to inform a public about policies, recommendations, and forthcoming events. Public relations and information procedures are often interrelated, and although we discuss the Department's informational policies later, a few words about the overall public relations functions of the Department are in order.

The Willis-Harrington Commission emphasized the need for good public relations for the Department and for education as well. We can report what is obvious to many, that the Department of Education suffers from inadequate public relations and thus has a poor image in the Commonwealth. There is widespread lack of knowledge about the Department and the Board and about what the Department is doing with respect to public education in Massachusetts. The Department's image is poor in the General Court as well. There is not a receptive climate in this state for receiving the productivity of the Department. Strong educational leadership cannot be exercised in view of this situation, nor can political power be mobilized to increase the effectiveness of the Department.

Here we find one basic problem with respect to our study. Authentic public relations can be no better than the product they advertise. The product cannot be sufficiently improved without good public relations. This chicekn-egg dilemma is very applicable to the Department. Organizational and procedural improvements of the Department must be accompanied by a strong public relations thrust. The absence of a strong public relations policy by the Department and weaknesses affecting its operations and performance of external functions result in its low visibility and poor image in Massachusetts. This, in turn, adversely affects its leadership function.

d) Related Areas

Massachusetts was the first state in the nation to legislate the need for racial balance in the schools. The pioneering legislation of 1965 (Chapter 641 of the General Laws), which called for balancing of schools that were more than 50% nonwhite, and the fact that more than 11,000 students have moved from racially imbalanced schools to those which by the 50% formula are balanced, are evidence of the leadership and vision of Deputy Commissioner Curtin and former Commissioner Kiernan. This thrust has been accompanied by extensive inservice programs for teachers in the area of integrated education, curriculum guides for teachers and instructional materials for students, and other ongoing programs in integrated education.

The racial imbalance law represents a combination of leadership, service, and regulatory functions. Irrespective of the many shortcomings in its operations and functions, the Department's leadership in integrated education has been hailed throughout the nation, and its programs and services in this area have been used in all states.

Leadership has also been manifested in the annual March conferences at the University of Massachusetts for school administrators. The first conference was held in March, 1968, and attendance was in the thousands. This three-day gathering provided the Department and school administrators (and some teachers) with an opportunity to hear outstanding speakers on common problems, to discuss areas of mutual interest and concern; and a chance for the educators to learn more about problems affecting the Department, and vice versa. As an informational and communications project, the conference represents a leadership function undertaken by the Department.

Leadership has its informal and often unseen aspects as well. We know that on many occasions, top officials are called by educators throughout the state for help in their respective communities and that MDE officials have often taken behind-the-scenes initiative in seeking to provide leadership to superintendents and school board members.

The vast majority of people in Massachusetts to whom we have talked express a strong desire for educational leadership by the Department. Responses from our questionnaires also emphasize this point. It is also clear that leadership must be bolstered by substantial improvements in internal operations and in the capacity of the Department to perform outstanding educational services. Most educators tell us that strong leadership on the one hand and rigid enforcement of regulations on the other are not compatible. The plea is for the carrot and not the stick.

2. Services

The quality and quantity of services represent the real payoff of a state educational agency. All state departments of education provide some services to school systems, many of which are mandated by the state legislature, as is the case in the Commonwealth. In general, school systems with a strong economic base, such as Brookline, Wellesley, Lexington, and Hingham, are able to provide school services of high quality and thus have little need of the Department of Education. Some other systems geographically remote from Boston may feel that the Department cannot be of much service to them. These two kinds of systems have often told us that the Department is of little value to them. "What Department of Education?" was frequently the facetious question put to us upon our inquiries.

All systems in the state do receive a number of services from the Department, and many are ignorant of this basic fact. Others take some pleasure in criticizing the Department, feeling that this is good form with respect to their narrowly oriented school boards and the tradition of local control. On the other hand, they are quick to demand that the Department take a strong stand concerning some item of state legislation affecting them or to give waivers to avoid some mandate such as the 180-day school year or problems affecting teacher certification. To put the matter simply, the Department's educational services are not of the highest quality. Neither is the attitude of many of our school systems toward what the Department can do with and for them. Both could help each other immeasurably.

Our discussion of services first takes up departmental organization for extending service to school systems. Then we examine curriculum and instruction, equality of educational opportunity, allocation of funds, information, and ten specific programs and services (adult education, civic education, educational television, pupil services, health, libraries, school facilities, school lunch programs, special education, and teacher services). The latter are alphabetically organized, while the former indicate a priority judgment on our part with respect to the importance of state educational services to our schools and students.

a) Organization for Performance of Services

School services are provided by educational specialists (most frequently called senior supervisors and supervisors) in the Department at 182 Tremont Street and in the four regional offices (Pittsfield, Worcester, North Andover, and Wareham). The work of these specialists is coordinated by their bureau chiefs and division heads. There is remarkably little overall supervision of service performance in the Department, no real planning for the carrying out of services, very little evaluation of the impact of services on school achievement of students, and not nearly enough feedback for service improvement.

It is our calculation that the specialists at 182 Tremont Street, on the whole, spend about 50% to 70% of their time, if not more, at 182 Tremont Street. There is no car pool whatever for transportation purposes, although the Commissioner does have a car available for his state-wide trips. The allowances for travel within and outside the state average between $300 and $400 a year for people we consider to be professional educators, whose prime function it is to provide services to the schools and to keep up with their specialties (by such means as attending national meetings of professional organizations). And as noted earlier, reimbursement for travel expenses by the Department and the state in general often takes from four to six months, thus necessitating extensive out-of-pocket expenses by grossly underpaid professional people. Is it any wonder then, that affluent and distant school systems, let alone the others, raise serious questions about the capacity of the Commonwealth to help them with providing quality school services to advance achievement of students?

Some educational specialists at 182 Tremont Street sit behind desks and await phone calls from schools, while others take considerable initiative, often at personal expense, to go directly to schools. Some rarely hear from local school systems, while others appear not to be too much concerned about getting into the field. A few bureau heads actually do not encourage specialists to visit the schools. School systems have no catalogue of services that the Department can offer, which is an amazing statement to make. Many superintendents, principals, and teachers simply are not aware of the quality of service which some outstanding Department specialists can provide. Other school officials, as previously remarked, are completely ignorant of the services actually provided to their schools by the Department. The communication process to and from the Department and the schools is almost unbelievable. We say this, as so much else in this study, more in sorrow than in anger, as it is the students who inevitably suffer from these facts.

The four existing regional offices of the Department provide another route to servicing the schools. Operating within the framework of the Bureau of Elementary and Secondary Education, they were established in 1967 under Federal Title V funding (ESEA). Two are now fully supported by state money (Pittsfield and Worcester) and two partially by the state with some support from the Federal government (North Andover and Wareham). The basic mandate for these offices is to assist schools directly in curriculum development, to provide inservice programs in cooperation with neighboring institutions of higher learning, to help school superintendents to conduct school surveys and evaluation procedures, and to implement the departmental mandate in the area of regions and school unions. Staff visits to these offices find happy crews there. Regional office professionals enjoy their autonomy and freedom to work directly with school systems. They give information about their operations directly to schools in their areas, organize meetings and workshops, provide kits to school systems on curriculum development and innovations, work directly

with area Title III projects (collaborative programs of school systems in innovation), and serve as centers for instructional resources.

Although regional offices enjoy their relative autonomy from 182 Tremont Street, they have many ties with Boston, They cooperate with the Division of Research and Development in information collection and dissemination and help to process Title I (ESEA) proposals with respect to disadvantaged students. They cooperate in planning school buildings and press towns toward the regionalizing of school districts. Specialists from 182 Tremont Street often use the regional offices as the base for their work in the field.

Supplies and expense money from 182 Tremont Street are extraordinarily slow in coming to the offices in the field. This hardly is helpful to morale and pocketbooks and to quality services for systems in the state. Many school systems in the area of these regional offices still are not aware of the existence of the offices, a matter we attribute more to incompetence in these school systems than to the regional offices. Although the director of the Department's Bureau of Elementary and Secondary Education meets with directors and staff of the offices three or four times a year, coordination between 182 Tremont Street and the regional offices is quite inadequate, in terms of overall philosophy, direction, communications, coordination with other departmental activities (such as school lunches), and vision. Nevertheless, there is an exciting flavor of drive and innovation in these offices, and we trust there is no doubt whatever of their permanence and expansion.

We now proceed to a more precise examination of services provided by the total Department to the schools.

b) Curriculum and Instruction

The heart of education is the cluster of school services provided by a school to its students. These include teachers, the teaching-learning process, the curriculum, instructional resources, administrative support for school services, and other dimensions of what is taught and what is learned. Within any state such as Massachusetts, with any school system such as Boston, and within any specific school, such as South Boston High School, there will be differences in the quality of services offered to students, although those differences will not be as great within any one school. All this means, however, that considerable unevenness of quality and quantity of school services tends to result in inequalities of student achievement and thus of life opportunities and options. A prime role for a state department of education is to provide as best it can qualitative school services for systems and schools where those services clearly are inadequate.

Curriculum and instruction are vital components of school services and are a part of the services offered by each department of education. There are

many services that the Massachusetts Department does not provide, such as teachers, instructional resources, pedagogical styles, curriculum structure and most of its content, inservice teacher education, and administrative support, although the Department does offer many consultative services in all of these areas. As we shall note later in this chapter, mandates laid down by the General Court apply to some of these services, especially in minimum course standards.

(1) Curriculum and Instruction Services

The Division's principal bureau for curriculum services is that of Elementary and Secondary Education. Within the Bureau are a number of academic specialists in such areas as English, modern languages, science, mathematics, and elementary and secondary education.

Among the many services a specialist might provide to school systems are the following: curriculum reform and innovation, observation and critique of new teachers, information about all kinds of instructional resources, including technology, and helping schools to write proposals to the United States Office of Education for instructional equipment under Title III of the National Defense Education Act. Other services, for example, might be oriented toward administrative support for curriculum changes and toward the development of course standards.

(2) Occupational Education

As specified in H 5637 (Chapter 837, General Laws of 1969), the new Division of Occupational Education has taken over the work of the old Bureau of Vocational Education. A study under the aegis of the Massachusetts Advisory Council on Education, by Carl J. Schaefer and Jacob Kaufman (Occupational Education in Massachusetts, June, 1968), preceded the passage of this legislation, which established the new Division. The incumbent head of the old Bureau of Vocational Education was appointed by the Board as the new Associate Commissioner of Occupational Education (Walter Markham). The General Court has not provided the necessary funding for organizing the new Division, however, and thus about the only change has been the elevation of Mr. Markham to his new post. Extensive Federal funding for occupational education under Public Law 90-576 provides the principal support for the Division's programs and services.

Occupational education is concerned with many areas in addition to curriculum and instruction. These include supervision of the 16 regional school districts for occupational education which will be completed by 1970; training programs for more than 60,000 adults; manpower development and training; occupational information; and vocational guidance. The Division also has responsibility

for serving as more or less a superintendent for 32 private trade schools with services in the area of certification, facilities, and equipment for 4,000 day- and 1,700 night-school students in these schools.

So far as curriculum is concerned, the Division provides services for private schools as well as for 27 state-aided schools. The publication, Interchange, provides information for these schools. Programs in distributive education for the schools is also a Division assignment. It should be added that the Department's Research and Development Division should receive considerable credit for the many contributions of its Vocational Research Coordination Unit to research in this field. An excellent overview on vocational education is the old Bureau's remarkably fine publication, Move (Massachusetts Opportunities in Vocational Education).

(3) Problems and Issues in Curriculum and Instruction Services

In the first place, the academic specialists at the Department rarely have more than $500 to spend each year for travel within and outside the state, and usually not even that much. It accordingly was not surprising to hear a social studies or music teacher tell us that she knows nothing about Department curriculum services because she never sees anyone from the Department. If, therefore, services are to be provided to schools to advance student achievement, specialists must be in the schools, with teachers and curriculum supervisors. Travel money also is necessary for attendance at professional meetings outside the state. Many department specialists stated that they often attend such meetings at their own expense. In any event, quality educational services cannot be provided in any competent manner by specialists sitting behind desks at 182 Tremont Street.

Secondly, as we have noted, many schools do not have information with respect to services which the Department is equipped to provide. We know of no catalogue of specific services or of judgments by the Department as to which services should have top priority. As the Department is not equipped for research, there probably is much confusion as to which services make a difference in schools and which ones do not. Often information is on a personal basis. A specialist may know where services are needed and whom to approach with respect to what the Department can offer. Initiative is thus taken and many schools, knowing of the expertise of a particular specialist, call on him or her for assistance. Some supervisors, however, take little or no initiative whatever, are not well known in the Commonwealth, and thus are, as we might say, of little service.

In the third place, the Newtons, Wellesleys, and other affluent systems have the money to hire nationally known academic specialists. These systems indicate to us that they are looking for quality specialists and that given the salary rates at the Department, the MDE has nothing to offer. There is no question

whatever about the comparative pay of those in the Department with respect to recognized consultants in the main academic areas. Many departmental specialists tell us that it is with some embarrassment that they work with their colleagues in the public schools, knowing that the latter earn from three to five thousand dollars more than they do.

On the other hand, some people do like to work at the state level and to be professionally engaged in many kinds of schools and with different students and educators. To some, salary is not the only inducement for taking and keeping a job. Others see a great future in public education at the state level, while some feel that a new leadership is emerging in the Department which will make their work more meaningful than ever.

With respect to occupational education, there is no doubt whatever about the importance of this field for the technological era into which our society is rapidly moving. We doubt, however, whether the science and technology in the present structure and substance of occupational education are equipping students for the future. Obsolescence probably hits this area of education more than any other, and at the present time, we see no hard planning or projections to design public occupational education for the future.

c) Equal Educational Opportunity

Here we refer to departmental services in advancing equality of educational opportunity, largely for the disadvantaged and especially with respect to racial integration in education. The state has pioneered in this area, being the first to pass a school racial imbalance law (Chapter 641 of the General Laws of 1965), and in launching the first state-supported public school which is tax-based, tuition free, and requiring parental and community participation with the teachers and students (The State Experimental School in Dorchester).

Deputy Commissioner Curtin has been primarily responsible for leadership and services in the area of equal educational opportunity. Federal support under Title IV of the Civil Rights Act of 1964 plays a vital role in equal opportunity programs and services. Our examination focuses on the work of the co-directors for Equal Educational Opportunity, on the state-supported school, and on the racial imbalance act. Dr. Curtin, Dr. Sullivan, and a few other members of the MDE staff press for further legislation in this area, engage in many informal and occasional off-the-record conferences and meetings, and do much where and when they can to advance educational opportunity, especially for disadvantaged nonwhite students and families.

(1) Much of the Equal Educational Opportunity staff time is allocated to the Metropolitan Council for Educational Opportunity (METCO), which is responsible for bussing some 1,250 nonwhite students from Boston to 28 suburban school

systems. This million-dollar program is fully funded by the state as of the beginning of fiscal 1970. Longmeadow and East Longmeadow have a state-funded bussing program with Springfield. The MDE staff engage in much consultation with school systems in the state in promoting various programs in integrated education, especially in communities where there are racially imbalanced schools (50% or more nonwhite). They are concerned with all state programs in equality of educational opportunity and report directly to the Deputy Commissioner.

(2) The Department is responsible for administering the Racial Imbalance Act of 1965. That Act was preceded by an extensive study of issues affecting integrated education by a "blue-ribbon" panel of prominent Massachusetts citizens who met at the Lincoln Filene Center in 1964 and 1965. The publication by the panel and accompanying task forces of April, 1965, was entitled Because It Is Right--Educationally. This monograph, in addition to wide public discussion and debate, led to the passage of Chapter 641 in 1965. Although this law has components of leadership, service, and regulation, we feel that the distinct services the provisions of the law provide in integrated education merit some analysis at this point.

Chapter 641 is positive, in that it calls for promoting democratic human relations through integrated education, and this is leadership. It offers a service, because it provides financial assistance for school facilities which are designed for racial balance; and it is regulatory in that it can penalize systems which are not taking steps to reduce racial imbalance. The law states that a school is racially imbalanced if 50% or more of its students are nonwhite. Thus the town or city in which such schools are located must present a plan to the Board of Education for reducing and ending such imbalance. If the Board approves of the plan, the town or city qualifies for up to 65% of state aid for building new schools to reduce imbalance. If the plan is not approved, all state aid for education can be cut off from the community. This "carrot-stick" provision is an all-or-nothing matter. An annual state-wide racial census provides information on imbalanced schools.

At the time of this writing, all cities with racially imbalanced schools have submitted plans for balancing through building construction and some redistricting. All of these plans have been approved, but some took considerable negotiation. The Boston plan calls for a massive construction program in the 1970's. The main point is that racial balancing cannot take place immediately, as new facilities are needed to attract white and black students to schools which are equipped to provide quality education. The first of the new Boston schools designed for racial balance is the Trotter School in Roxbury, to which more than 200 white students are bussed each day. Among the attractions of the Trotter School, in addition to the facility itself, are the quality of its staff, an innovative and flexible curriculum (called the "Developmental Curriculum"), and modern instructional resources. More schools like the Trotter are under construction or on the drawing boards. An Advisory Committee on Racial Imbalance works with the Department on Chapter 641 and other projects in this field.

(3) The new state experimental school was provided for in Chapter 808 of the General Laws of 1967. The legislation called for three experimental, state-funded schools which would be independent from local school systems and yet would attract students in a metropolitan area or a specific region. The schools were to be innovative in all ways and to have a student body that would be representative of the many races and creeds in the Commonwealth. An Educational Development Committee, appointed by the Board of Education, was created to lay plans for the Boston area school, the first of the three. A Committee for Community Educational Development was also established, consisting of prominent citizens and interested parents, with the objective of securing support for the new school. The Committee, with extensive aid from the Department, especially from the Deputy Commissioner, was able to secure almost $500,000 from the Ford Foundation for planning and initial programs. In 1969, the General Court appropriated $500,000 toward the new school (the request was for slightly more than $1,000,000), and the first State Experimental School opened its doors at the Museum of Science, Boston, in September, 1969, with Ophie A. Franklin of Philadelphia as its director. The school is now located at the Hecht House, 150 American Legion Highway, in Dorchester. The Director of the MDE's Bureau of Curriculum Innovation is the Board of Education liaison MDE staff member with the school. Proposals for the two other schools are presently being considered.

According to Mr. Franklin, the 145 children between the ages of five and ten who attend the Experimental School are being exposed to a vibrant and open-ended curriculum which stresses inquiry, discovery, and democratic human relations. The students come from all kinds of families and background, and stress is placed on how young people relate to themselves and to others. The teacher is considered a facilitator, initiator, and resource person. Close cooperation among students, teachers, parents, and community people and resources is essential to teaching, learning, and planning. Parents are on the policy-making board. Experimentation, innovation, and use of Boston's rich community resources are part of this project.

(4) Problems and Issues in Equality of Educational Opportunity

Once again, we note that the Department is not funded to perform adequately what the state wants and needs in a specific area. The Co-directors for Equal Educational Opportunity, working with Dr. Curtin, have responsibilities for equality in educational opportunity throughout the Commonwealth. They spend less than $750 in state funds for travel and expenses. Furthermore, they have almost no staff support for their work. Operationally, the Department is not equipped to meet its heavy obligations in this area. The Department has no funding for staff or teacher inservice education in integrated education. There is very little focus on urban problems as such and their relationship to equality of educational opportunity or, as a matter of fact, to many other kinds of inequities in public education.

The rural child in a one-room schoolhouse has inequality of educational opportunity compared to a child in a Newton or Lexington elementary school. We focus on these points later, however, as they relate to issues broader than the more specific problems of race. In a more positive key, the Co-directors have, in an informal manner, developed close working relationships with MDE professional staff members in the area of the disadvantaged (Title I programs) and innovation (Title III projects). This small and highly competent cadre of young educators is focusing considerable energies on issues affecting the disadvantaged and integrated and urban education. This kind of interbureau collaboration is highly desirable and quite commendable.

The state's main thrust in integrated education has been the school Racial Imbalance Act. We shall make recommendations about this five-year-old Act in Chapter III. The reasons for these recommendations must be stated here. Although there is a Boston plan which presumably will reduce the number of racially imbalanced schools in the 1970's, there was a rise of such schools in Boston from 57 in 1968 to 62 in 1969. The rise in the state was from 67 to 69 for the year. The nonwhite public school population in Boston increased more than 100% in the 1960's, and thus the question rises as to whether bussing and redrawing of district lines, along with the provision in the law that a school with 50% or more nonwhite pupils is imbalanced, really add up to viable solutions to needs for integrated education. The law of 1965 was the right law at the right time; however, many things have happened since 1965, such as the Black Power movement, nonwhite demands for quality education in their own areas of living, and improved instructional resources in integrated education. All we are saying is that a review of the law and experiences under the law are needed, and we shall comment on this later. Let us say now that bussing and redistricting by themselves are no panaceas without accompanying integrated teaching-learning processes and especially preservice and teacher education. Except for very modest funds which Dr. Curtin has been able to secure from the Federal government, there is no Department program or policy in these two vital components of integrated education.

d) Allocation of Funds

An indispensable activity of the Department is to serve as a conduit for the allocation of Federal and state funds to public education systems, agencies, projects, and personnel in the Commonwealth. All school systems in the state rely upon the Department for the performance of fund-allocation services, and to some degree, on the Department's capacity through contacts and legislation to keep money flowing into local coffers.

As was noted in Chapter I, in fiscal 1969, $48,177,047 were allocated to public education in Massachusetts by the Federal government, and approximately

$161,060,562 came from the Commonwealth (including the MDE operating budget of $3,639,980) to the Massachusetts Department of Education. Thus the Department is a funnel for vast sums of money going to towns, cities, and specific educationl projects, such as the Title III programs in educational collaboration and innovation.

The Department (legally the Board of Education) makes many important judgments about the money flowing through the funnel. Cities and towns submit their proposals for Federal funds to the MDE bureau or office responsible for a particular program. The bureau receives these proposals and makes decisions with regard to the awarding of programs and financial allotments for these programs. Many advisory committees, comprised largely of nondepartmental personnel, assist Department officials in making these judgments. Most Federal aid is categorical, or tied up in specific titles of Federal legislation and for specific purposes, while almost all state aid is under Chapter 70 of the General Laws (especially as amended in 1966). The bibliography for this section of Chapter II will provide citations for aid programs, including the important studies by the Massachusetts Advisory Council on Education (MACE). The Department's Division of State and Federal Assistance is primarily responsible for MDE decisions in the area of allocation services.

An enormous problem is the uncertainty about Federal funding. Will there be funds for employees and projects which are normally supported by Federal money? What about employees who are, in effect, "temporary" because their salaries are paid by Federal money? What implications does this have for state assumption of responsibility for such areas as research and development, curriculum innovation, and equality of educational opportunity? Federal support for education at the state and local levels is vital, and the uncertainty of this funding creates tremendous problems for the Department and for planning in public education. It also presents a great problem for the more than 200 towns and cities in Massachusetts which are now receiving millions of dollars in Federal funds because they are "impacted areas," communities which have school children whose parents are employed in Federal defense or other governmental programs.

Although the Department extends what assistance it can to local school officials in writing proposals for funding under various Federal programs, it is also clear that the affluent systems have professional proposal writers whose expertise in this area, in addition to contacts at the Office of Education in Washington, is most productive. Consequently, many Federal funds flow into the vaults of towns and cities which probably have the financial resources to do a variety of things that the United States government is supporting. On the other hand, poorly written proposals and weak personal contacts often yield meager results. National studies of this phenomenon indicate that there is a highly questionable and inequitable distribution of scarce funds. One might compare Federally funded innovative projects in the Lexingtons, the Brooklines, and the Newtons with those in the Everetts, the Chelseas, and the Reveres. The Department seems to be doing little to help to equalize

this situation. It appears that the need is for greater initiative on the part of the MDE in providing the necessary expertise to help in drafting proposals for those communities deficient in this area.

Departmental allocation of money to public education at the city and town level is a vast subject, as the MACE studies and others indicate. Our purpose here is not to delve deeply into this area, but rather to emphasize some of the processes and problems associated with allocation services, and to do so in a manner that will avoid much of the confusion and obscurity which unfortunately accompany this important departmental function.

(1) Federal Programs

The principal Federal program for aid to education is Public Law 89-10 or the Elementary and Secondary Education Act of 1965. A series of titles or groupings of categorical or specific aid programs are set forth in this Act. They are as follows: Title I, the disadvantaged; Title II, libraries; Title III, innovation, regional centers; Title IV, research; Title V, strengthening state departments and collaboration among state departments; Title VI, the handicapped; Title VII, bilingual education; and Title VIII, dropout programs.

Title I projects are developed by local school systems and submitted to the Department (Compensatory Services Unit in the Bureau of Elementary and Secondary Education, Division of Curriculum and Instruction) for approval. In this past fiscal year, four professional members of the Department made decisions concerning the allocation and distribution of $15,155,806 to 432 projects for economically disadvantaged children in 317 communities. The sum of $239,339 was allocated to the Division of Youth Service, and $188,055 went to children of agricultural migrant workers in 18 communities. A total of $310,472 was allotted to three communities for three "follow-through" projects (continuation of programs for disadvantaged children). The MDE officials concerned with Title I helped communities to prepare proposals to the United States Office of Education for support and organized workshops for information about Title I projects. About 60% of MDE professional time was spent in monitoring and supervising these projects, and 30% in developing and making judgments about proposals. The Title I staff also allocated $188,000 in Title VII funds for bilingual educational projects in Boston and Springfield.

Federal funding for Title II (libraries) has been of great assistance to the Bureau of Library Extension, as we shall note; and we have already commented on programs under Title III (Bureau of Curriculum Innovation). Unfortunately--or fortunately, depending on one's judgment--Title IV funds for research are not allocated to state departments of education. The sum of $626,000 under Section 503, Title V, was allocated to the Department for "strengthening" its activities.

Funds went to the Division of Research and Development and toward the support of two of the four regional centers. By law, 10% of Section 503 funds must go to local communities, and 12 local projects thus received $62,000 under this provision. Other Title V support (Section 505) went to the Department and other New England departments of education for collaborative programs. Two major conferences and several pilot projects were supported under this Section. Study staff participated in one conference (New Hampshire, May, 1969), and our judgment was that this meeting of New England state department officials and exchanges among them were of great value to all concerned.

Other Federal programs include support for impacted areas or those where educational systems are burdened by students from families of employees in Federal projects; funding for vocational education, cited above; and for instructional resources under the National Defense Education Act of 1958. The Education Professions Development Act of 1967 provides support for teacher education and teacher aide programs as conducted by educational institutions and local school systems. "Funnel" decision making by the Department for this Act involved Federal appropriations of $351,113, and all of 3% went to the Department for administration.

(2) State Programs

Chapter 70 of the General Laws of the Commonwealth determines state aid to towns and cities for educational purposes. Amendments to Chapter 70 in 1966 serve as the current guidelines, and the sales tax is earmarked for educational purposes in the towns and cities. The Department plays no role in the allocation of these funds, although annual reports from school committees to the Board of Education, which are received and processed by the Department's Division of Research and Development, determine the allocations. Thus the Department performs a vital service in the distribution of state money to the communities. The reporting process by the schools to the Department will be outlined shortly in the discussion of MDE information services.

State aid to education under Chapter 70 is a subject for consideration by the General Court's Joint Committee on Taxation. Proposals are submitted regularly for revisions in the 1966 "NESDEC" formula for distribution of state monies which come from the sales tax. Many proposals seek to readjust the present formula so as to relieve the extraordinarily high local proportion of support for education (slightly more than 77% of support for public education comes from the towns and cities, largely from the local property tax). A number of studies are cited in the bibliographical section of this chapter with respect to state-aid formulae. The Massachusetts Advisory Council on Education has provided significant leadership in sponsoring several significant studies in this area. Mrs. Charlotte P. Ryan, Chairman of the Massachusetts Educational Conference Board, presently has under way a

study on state aid which we hope will receive wide consideration. The Board of Education's advisory committee to "evaluate annually the efficacy of the state aid formula" is an active group in examining proposals to alter the formula. Given the many proposals for state assumption of the major costs of public education, the whole problem of state aid to schools will be very much in the limelight for some time.

(3) Problems and Issues in Allocation of Funds

Because MDE decision making vis-à-vis the awarding of Federally funded programs has been quite decentralized, there are a number of gatekeepers overseeing the flow of Federal funds. Recent concern over possible misallocation of such funds has presumably led to a tightening of supervision and control by Assistant Commissioner Thistle's Division (State and Federal Assistance) as delegated by Commissioner Sullivan. All proposals for Federal funds approved by the various MDE gatekeepers will be further reviewed by the Division of State and Federal Assistance. The increased supervision that is envisioned will most likely be three-pronged: (1) review to assure that the proposal of the locality is consistent with what is stipulated in the Federal legislation; (2) assurance that the locality's proposal is in keeping with the overall state plan prepared by the MDE and submitted to Washington; and (3) ongoing review--both operational and fiscal--to insure that the locality is implementing its program in keeping with (1) and (2). Obviously, such tight control will be an added demand upon Assistant Commissioner Thistle's staff. Their regulatory role will be reinforced, while their leadership and service functions--especially going out to communities and helping them to draft proposals--will suffer.

Especially unfortunate is the lack of a coordinated planning group for allocation of Federal funds, particularly in the Title III (innovation) and Title V (strengthening state departments) categories. In the absence of strong state funding, the Department's Research and Development Division eats up much of the Title V funding, which may well be needed for other programs designed to strengthen the Department.

e) Information Services

Information services by the Department consist of collecting information and data necessary to provide other kinds of services, and dissemination of information with respect to Department programs and policies and other matters of educational interest to the towns and cities. We thus distinguish this service from public relations, or creating a climate favorable to the Department and its operations and functions. We have already noted that the MDE really does not have a Bureau of Public Information and thus, in an operational sense, the Department is not equipped to perform informational services in any coordinated manner.

The Department's Division of Research and Development (R & D), located on Route 128 in Woburn, is now in its fourth year of operation. Headed by Assistant Commissioner of Education Dr. James Baker, the Division is charged with the responsibility of collecting the data necessary for distribution of state funds under Chapter 70, making school surveys, securing pupil information and fiscal data as required by the Commonwealth and Federal governments, helping school systems to improve business procedures, providing computer services, and performing many other activities which extend well beyond "information."

(1) Collection of Information

The principal information service provided by the Department is its collection from towns and cities of data with respect to pupils and reimbursable expenditures. State aid to towns and cities for education depends upon the collection and verification of these data. Under Section 5 of Chapter 70, each school superintendent must give the Commissioner of Education a sworn and certified statement by July first on expenditures by the system (legally by the school committee). The nine accounting categories are as follows: 1) administration, 2) instruction, 3) other school services (attendance, health services, pupil transportation, food services, and other student-body activities), 4) operation and maintenance of plant, 5) fixed charges, 6) community services, 7) acquisition of fixed assets, 8) debt retirement, and 9) programs with other districts (in Massachusetts and other states). The Commissioner, in turn, must give a certified statement of these figures to the State Comptroller and the State Taxation Commission by December 31st.

The superintendent for each school system also must submit a sworn statement to the Commissioner of Education by December first of each year on pupil statistics. This requirement, under 2-A of Chapter 72 of the General Laws, is based on the annual October pupil census. The amount of state aid to towns and cities for education under Chapter 70 is determined by the Department's R & D Division and by the Commissioner on the basis of these figures. The school committees of towns and cities must assume legal responsibility for the accuracy of all figures and other data which they submit.

The enrollment figures for all children resident in a school district, whether in a public or nonpublic school, are used in the Chapter 70 formula to establish the relative ability of any town to support its schools (equalized valuation per child in school) and thus the percentage of the state's share in local school costs. The state-aid percentages run from 15% to 75% on a sliding scale in inverse ratio to fiscal ability. Other than these enrollment figures, information filed by the school committees is decidedly incomplete with respect to nonpublic schools.

It should be noted that the information provided by the school systems to the Department serves as the basis for judgments by the MDE as to whether the systems are meeting their obligations under the 1G mandates (number of school days per year, number of hours per day, etc.). Many public school superintendents point out that the information they provide must be accurate and must indicate that they are complying with state mandates. If this were not the case, state aid to their systems might be withdrawn.

The Department, mostly through the R & D Division, must collect all kinds of information so that other services can be extended to the public schools. These services include school lunches, transportation, programs of compensatory education and equal educational opportunity, innovations, and health services. Information is collected by the Department's many advisory committees and by other groups as well. The main point is that the Department is obliged by mandates from the General Court to secure a great deal of information in order that decisions can be made by the Department, the Department of Taxation, and others concerning the allocation of money and other services to the schools in the state. Without these services, the administration of public education in the state would be impossible.

(2) Dissemination of Information

The various divisions and bureaus of the Department regularly hold workshops for school officials to disseminate information in many areas. Conferences and workshops dealing with school facilities, curriculum, school business operations, and many others provide an important service in dissemination of information.

Dissemination also takes the form of the Department's occasional publication, Minuteman. As compared to newsletters from some other state departments of education, however, the Minuteman is inadequate. Perhaps it will be improved. Other Department publications vary in style and quality. As previously noted, the Bureau of Curriculum Innovation's Kaleidoscope is a fine example of what the Department should be doing in communication of information.

Commissioner Sullivan has taken many steps to communicate with school officials, to announce the Department's programs, to explain regulatory functions, and to provide information on Federal and state policies and projects. For instance, his Memorandum No. 16 of January 20, 1970, announced to school officials an increase in the reimbursement rates for the National School Lunch Program. He noted that this would be good news for school authorities; however, he also added his own views on the necessity of spending this money for its intended purposes. He added some recent statements by authorities on hunger and malnutrition in the United States and urged that each community seriously consider breakfast

programs for students. This was an information service accompanied by a leadership role.

A Senior Supervisor in Education works within the Division of Administration and Personnel on public information programs. He drafts messages for Commissioner Sullivan and assists in the preparation of the Commissioner's newsletters and memoranda to school officials. In effect, however, there are no budget for public information, no coordination, and no priorities.

(3) Problems and Issues in Information Services

Despite its limited resources and staff, the Department does manage to carry out its obligation to collect necessary information for distribution of state aid funds and for identifying operations in school systems which do not meet the minimum standards in the 16 mandates. A most serious shortcoming in this information-gathering process, however, is that the nonpublic schools, although included in the school reports, are not asked to provide information on a par with that from the public schools.

We have cited the lack of coordination in information collecting and dissemination policies, the severe limitations in printing, and the lack of information about information. Educators do not know, for the most part, where to call at 182 Tremont Street for information or whom to contact to find out about specific programs and people. On the other hand, Department communications often do not reach the people in the schools for whom they are intended. Although the Willis-Harrington proposals stressed the need for dynamic and crystal-clear information programs and procedures, the Department, for many reasons has not lived up to the expectation of those proposals. To some extent, this situation is due to the tardiness and lack of accuracy of many towns and cities in responding to R & D's requests for information. With the greater part of R & D's time being spent on the collection and compilation of statistics, "research and development" tend to be inaccurate terms in describing this Division's basic operations.

f) Other Representative Programs and Services

We now discuss very briefly ten departmental programs and services for the schools. We place them in alphabetical order for convenience, but not in priority of importance. Although there are many other departmental services and programs which could be cited, we describe the following as representative in function and scope.

(1) Adult Education

The Bureau of Adult Education and Extended Services sponsors the program for a high school equivalency certificate, the civil defense adult education

program, and a correspondence instruction program which reach thousands of Commonwealth citizens. Many of the Bureau's classes take place in community colleges, and it has generated much cooperation from industry. It has been successful in recruiting about 300 instructors for its class programs, and it has launched the high school certificate program in state prisons. The Bureau also has responsibility for state-wide distribution of audio-visual materials, including more than 300,000 films annually. The Bureau's publications announcing its varied programs are attractive and well-organized. The Willis-Harrington recommendations of 1965 were not exactly supportive of public adult education; however, this Bureau has a solid record of achievement, given the available resources.

(2) Civic Education

The Bureau of Civic Education, now 17 years old, was the first such bureau in any state department of education. Deputy Commissioner Curtin and many outstanding Massachusetts educators, especially John J. Mahoney, gave strength to the civic education movement, and the extensive programs and services of the Bureau today reflect its remarkable background. The Bureau sponsors Massachusetts Student Government Day, the Student Government Exchange Program, Massachusetts Heritage Day, and a series of youth citizenship conferences in the spring. The Bureau's "Operation Kindness" has almost 9,000 high school students giving volunteer time and energy in hospitals, nursing homes, and institutions for the mentally ill, the retarded, and the poor.

The Bureau has an adult civic education program for foreign-born people 18 years of age and over (the old "Americanization" program), and an adult basic education program for about 8,600 functionally illiterate adults. It works with the Multi-Agency Developmental Project and the Opportunities Industrialization Center in Roxbury. This is one of the few bureaus in the Department that works directly with students, and its services traditionally have served civic goals well. It has very limited funds for the mandates services it performs and has access to little or no research on improving civic education programs and especially curricula in the schools.

(3) Educational Television

The Massachusetts Executive Committee for Educational Television, appointed by the Board of Education, supervises the state's program in educational TV, popularly know as "The 21" Classroom." Throughout the Commonwealth, 170 towns and cities are recipients of the Executive Committee's programs on "The 21" Classroom" and support this enterprise by paying 75¢ for each student, kindergarten through grade 6, and 25¢ for each student in grades 7 through 12. About 75% of the Executive Committee's programs are produced on WGBH-TV, Boston, and the rest come from other sources on videotape. Most of the programs of "The 21" Classroom" are used widely in the nation.

Although the state contributes no funds to the Executive Committee, its business operations are handled by the Department of Education. This makes it difficult for the administrators of the project to get funds for consultants and money for other needs. The contributions of the communities go into a trust fund. A Program Advisory Committee of about 40 educators advises the Executive Director and his staff, although it appears that this committee, as well as the Executive Committee, are advisory only and generally accept staff recommendations about programs. Many programs receive support from outside sources. For instance, the Charles Hayden Foundation extended $79,000 to help to fund a series last year on drug abuse. Although the Executive Committee's programs and services are widely considered to be outstanding, the entire project suffers from lack of evaluation both of its programs and of the role of instructional and educational television in school curricula in general.

(4) Pupil Services

Pupil services include guidance, counseling, remedial work, child study, and other means of assisting the student to proceed through his school years as a happy, balanced, and well-directed person. The Department does not have a bureau for pupil services or any coordinated program in this area. Most of the supervisors for pupil services are located in the Bureau of Elementary and Secondary Education. The Division of Occupational Education has a number of supervisors for technical and vocational schools, and the Bureau of Special Education also plays an important role in the area of psychological, speech, and hearing services. The latter, however, we place more under special education as such than services for mentally sound and healthy children. An excellent study of this field is that by Gordon F. Liddle and Arthur M. Kroll entitled "Pupil Services for Massachusetts Schools," published in September, 1969. This was another important study sponsored by the Massachusetts Advisory Council on Education.

Most support for pupil services comes from the Federal government under Title V-A of the National Defense Education Act, which extended $423,000 to the Department last year (including $62,000 for administrative purposes). Under Title III of the same Act, the Department approved the spending of about $1,703,150 by 305 school systems for pupil services equipment. This is one example of many of departmental decision making with respect to Federal money which must flow through the Department to school systems. Additional Federal money goes to the schools for setting up and maintaining guidance programs and personnel.

The Bureau of Elementary and Secondary Education works with the almost 1,600 guidance counselors in Massachusetts schools. Its staff visits many of these schools, provides workshops for pupil service personnel, and distributes information on programs and fundable projects. Very little is done in the

area of testing, and Bureau personnel report that there is considerable ambivalence on their part and that of other educators in the state concerning the desirability of state-wide testing and evaluation programs.

The Liddle-Kroll study of pupil services in Massachusetts schools made the following comment about the Department of Education:

> It is to the credit of present and former state supervisors in Massachusetts that with the limited staff and budget they have had to work with they have been able to accomplish any program development at all. Certainly few local school personnel who were contacted in the course of this study indicated that the State Department had had a significant influence on their program; yet, rather than manifesting any hostility or discontentment with State-level personnel, local practitioners were generally sympathetic towards them and urged for unification of services at the State level, with corresponding improvements in staffing and financial support. (pages 73-74)

This "more in sorrow than in anger" comment about the Department is a fairly typical view held by many people throughout the state.

(5) Health Services

Located in the Bureau of Elementary and Secondary Education is the Health Services Project. The central mission of the Project is in the area of health instruction, promoting a healthy school environment, and offering health services to the schools. Chapter 71, Section 1, of the General Laws of 1965 mandates instruction in physiology and hygiene in the state.

There are reports from the Project about visits to the schools to encourage health and safety education, as well as workshops for teachers and others. Some curricular resources and advice are offered as well. In the area of drug education, there is a 26-member Drug Abuse Advisory Committee appointed by the Board of Education. Two documents on drugs have been published, "Drug Abuse--Road to Nowhere," and "Federal and Massachusetts Drug Laws." Courses on drugs have been sponsored at Boston and Salem State Colleges.

In the fall of 1969, some members of the General Court accused the Department of not providing a broad-gauged drug education for the schools,

including curriculum, instructional resources, and experts on this problem. Although it is true, in our opinion, that the Department has not moved fast enough in drug education, it is also true that the legislature has not provided the Department with resources to do so. It would be helpful for all concerned if some members of the General Court either would take steps to equip the Department to do an adequate job or would refrain from this kind of criticism. On the other hand, the Department is not blameless. Where does drug education stand in Department priorities? What steps are necessary to coordinate Department work in this field? Where is there a timetable for development of adequate services to the schools, ones which the schools want and need? Answers to these questions do not cost money.

(6) Library Services

The Bureau of Library Extension, guided by the Board of Library Commissioners appointed by the Governor, is primarily responsible for department library services to both schools and public libraries. The Bureau allocates some $2,700,000 in state funds and $2,460,000 in Federal money (especially under Title II of ESEA) to 1,700 libraries in 301 towns and cities ($1,258,673) and three regional public library systems (Boston, Worcester, and Springfield), in addition to grants to school libraries. The Bureau administers interlibrary loans, serves the regional offices of the Department, and provides many kinds of services to school and community libraries. A monthly newsletter goes to all the libraries containing information on recent publications, state-aid regulations, and other data. The Bureau's collection is located at Kenmore Square, which makes communications with the Department somewhat complicated. The departmental library at 182 Tremont Street does not appear to have a close connection with the Bureau of Library Extension.

(7) School Building Assistance

The Division of School Facilities and Related Services is responsible for school building assistance to the towns and cities through the Bureau of School Building Assistance. This means help with new buildings and additions, but not with rehabilitation. If a town or city wants state assistance for school building construction, it must have Board of Education approval for its site, architect plans, building standards, procedures for floating of bond issues, and specifications set by legislation. Division personnel meet frequently with town or city officials on these issues, engage in considerable negotations, make many demands for alterations to meet standards, and check on building progress. The state pays from 40% to 50% for approved new building projects or additions and 40% to 65% for regional schools. Support up to 65% is also extended for buildings which are designed to meet the needs of racial balance (e. g. , the Trotter School in Roxbury). Division services go to communities which do not have sufficient funds to pay for school building consultants. During the calendar year 1969-1970, the Board, upon the Division's recommendations, approved 48 building projects (32 new, and 16 additions). During that same year, construction included 38 building projects (23 new, and 15 additions).

Low salaries for positions calling for great expertise, a totally inadequate travel budget for Division personnel to meet with local officials, and many staff vacancies greatly reduce the capacity of the Division to give service on school construction programs in Massachusetts. Again, we have the same picture. On the one hand, the Department is obliged to carry out mandates imposed on it and public education by the General Court, and on the other, the resources and staff to do the job are not provided to the Department.

(8) School Lunch Services

The Bureau of Nutrition Education and Food Services is also located in the Division of School Facilities and Related Services. In fiscal 1969, $18,500,000 in Federal funds and $4,500,000 in state funds (especially under Chapter 548 of the General Laws of 1948) supported the extensive programs and services of the Bureau, including the distribution of milk and lunches. In fiscal 1969, $12,881,073 worth of food, largely procured under the auspices of the United States Department of Agriculture, went to the Bureau's constituents. Among the institutions receiving food were schools, hospitals, institutions for welfare and the elderly, child-care centers, and camps. In the academic year of 1968-1969, 91.2 million lunches were served in 2,847 schools. Services from this Bureau are also provided in the area of child nutrition and university-based cook-training programs. In addition, civil defense information, programs, workshops, demonstrations, and newsletters are prepared by this Bureau.

A town or city must contract with the Board of Education to receive Department food services, and this contract has to be renewed every four years. The community must maintain food preparation and nutrition standards. Dividing the state into five regions, the Bureau attempts to inspect each school in the lunch program at least once every three years, audits school food books, supervises nutritional inspectors, and performs other duties in connection with the schools' meeting state food standards. During this past year, 304 administrative reviews and analyses of lunch programs were made by MDE nutritionists and inspectors.

This Bureau has been quite active in the area of nutrition education, the responsibility for which was mandated to it by the General Court several years ago. Projects in this area have included a nutrition survey made of 80,000 public school children (with the cooperation of the Division of Research and Development), the results of which will serve as an educational tool for teaching nutrition and as a basis for improving food services in the schools; development and revision of nutrition handbooks for teachers of grades 1-12; groundwork for a course in nutrition education for elementary and secondary school teachers to be given at the college level; and the development of a slide program.

(9) Special Education

The Bureau of Special Education provides services for those afflicted with many kinds of physical and mental disabilities. Those who are seriously handicapped (the blind, deaf, aphasics, severely emotionally disturbed) in public and private institutions receive 100% state funding (or about $10,000,000) for educational programs. In this category are 2,553 children. Fifty per cent state funding goes to the partially handicapped (those with partial sight or hearing, and with less physical and mental retardation). There are 58,876 in this category, and state funding again is around $10,000,000. This group of young people is usually found in public schools, but receives special attention.

The Bureau receives millions of dollars in Federal funding. It sponsors research projects at universities (current ones are at Clark University and Boston State College), many summer institutes for teachers of the handicapped, and informational programs in special education.

It appears to the study staff that the extensive funding of special education may be due to its high visibility and also to the fact that members of the General Court are responsive to the demands and expectations of parents of the handicapped. The General Court's Special Commission Investigating Facilities for the Handicapped coordinates much work in this field, not only by the Department of Education but also by the Departments of Mental Health and Public Health. There also is an Interdepartmental Mental Retardation Consultation Team which reflects the important concept of bureaucratic cooperation in attacking a problem that cuts across many governmental agencies. The Director of this Bureau and his staff of approximately 46 are dedicated and effective public servants, do extensive work throughout the state, and have the resources to do so.

It would be ideal for other bureaus providing needed services to the schools to have the financial resources of this Bureau and also the political muscle which it enjoys. On the other hand, we were amazed to learn that while many millions of dollars flow through and are expended by this Bureau, it has no chief accountant.

(10) Teacher Services

In the MDE Division of Administration and Personnel, the Bureau of Teacher Certification and Placement and the Teachers' Retirement Board provide professional services for teachers. These, of course, are in addition to other departmental services for teachers, such as curriculum and library. Most teacher services in the Commonwealth are provided by the Massachusetts Teachers Association, with a state-wide membership of approximately 44,000, and the urban-based Massachusetts Federation of Teachers, with an estimated 8,000 members.

This study will not examine the many and complex issues associated with teacher certification. The Commonwealth law on certification goes back to 1950 and is in great need of overhaul. The Massachusetts Advisory Council study on certification directed by Dr. Lindley J. Stiles and entitled Teacher Certification and Preparation in Massachusetts: Status, Problems and Proposed Solutions (Report Number 1, June, 1968) was the basis of proposed legislation in 1969. Conflicting interests among many groups, including the Massachusetts Teachers Association, superintendents, and principals, and differences among members of the General Court's Joint Committee on Education caused the bill to be tabled. We trust that the 1970 or 1971 sessions of the legislature will produce legislation in this area.

At the Department, the Bureau of Teacher Certification and Placement is responsible for the certification of teachers and makes decisions on requests for waivers from school systems which want to hire teachers without appropriate degrees or other qualifications. Waiver periods for teachers in special education must be quite limited, because Federal funds for special education can go only to programs in this area which have fully certified teachers. The Bureau also is the departmental agency for the Interstate Certification Compact, an organization of 26 states established to coordinate standards for certification of teachers. The design of the Compact is to involve colleges and departments of education in the certification process for the major purpose of facilitating the mobility of teachers. In 1968, the General Court approved the Compact, making Massachusetts the first in New England and the third of four states in the nation to have passed the enabling legislation. Unfortunately, however, the executive and legislative branches have failed to fund the project so as to insure maximum participation by Massachusetts in the Compact. Because of lack of funding, the Commonwealth has not commenced approving programs for interstate certification purposes.

The Department of Education is only one of six state agencies in the United States which provides teacher placement services. As one of its mandated service functions, the Bureau of Teacher Certification and Placement lists about 6,000 teacher vacancies in school systems (in Massachusetts and other states as well) each year. It also assembles and maintains credentials on individuals who request Bureau assistance in placement and makes these folders available to employing authorities on request. The Bureau contacts superintendents and suggests names of those who are looking for specific positions in school systems. These free services are particularly valuable to small communities in the state which do not have recruiting staffs, and they also build diversity in staffing as they reach teachers and administrators from throughout the nation and place them in a wide variety of schools.

The Teachers' Retirement Board processes retirement allowances for public school teachers in Massachusetts, except for Boston, which has its own system. A teacher is eligible for retirement at the age of 55 and may receive a sum 1.5 times the number of years of service times the teacher's highest three-year

average salary. The 1.5 figure increases .1 every year after 55 until it reaches 2.5 at the age of 65. All must retire at the age of 70. An amount of 5% is withheld from salary for retirement, and the state pays the rest. The Commissioner of Education is chairman of the Board. There is a program of disability pensions as well.

Also in the area of teachers and their relationship to the Commonwealth, we should add that the whole area of collective bargaining between teachers' organizations, especially the Massachusetts Teachers Association and its local units, and town and city governments will be a key issue for the 1970's. In response to a 1965 amendment to the General Laws (which changed the traditional relationship between public school administrations and their employees), the Massachusetts Board of Education convened a Task Force on Collective Bargaining in January, 1968. The Task Force in turn sponsored seminars throughout the Commonwealth for the purpose of educating school committee members, administrators, teachers, and other interested parties in the nature of collective bargaining in public education and their rights and responsibilities under the new Massachusetts law. The end product of the Task Force and its seminars was the development of a most helpful monograph on collective bargaining that serves as a concise but comprehensive guide to the law.

The brief review above of certain departmental services may provide the reader with some idea of mandated functions and obligations of the MDE in many areas of public education, and initiative the Department has taken itself to be of service to Massachusetts schools and students. Our intent was to illustrate variety and problems rather than to present a comprehensive review of educational services. We have not attempted to be specific with respect to which services are funded by the Federal government and those supported by the state.

A major service provided by the Department that, in our opinion, has a leadership thrust as well, is in the area of reorganization of school districts. There are today about 200 communities in the Commonwealth with a student population of 2,000 or less. We seriously question whether such systems can provide quality education in many areas for these students. The Board and Department took initiative on this issue in 1967 in seeking to provide inducements to small communities to join with neighboring towns and form regionalized school districts.

The principal "carrot" the Department can offer to districts that join forces to form a regional district (whether for kindergarten-grade 12, grades 9-12, or other combinations) is support for school construction costs up to 65% (through the state-aid formula) and up to 100% state support for transportation costs. Each year, the Board approves of specific district reorganization plans by various communities and also makes judgments about dissolution of school unions.

There are numerous other services performed by the Department that we have not recorded above. We can assure the reader that the MDE staff provides many outstanding services to schools and educators throughout the state. Much remains to be done, however, for the Department to orient its operations and functions toward better advancing quality education in the Commonwealth. While we pointed out that the Department cannot ascribe all of its shortcomings to lack of personnel or resources, it is significant to bear in mind that the General Court has established many mandates for the Department and has not provided it with the personnel or resources to apply these mandates in the schools in a way that will advance quality education for young people. Furthermore, in an operational sense, the executive branch of government, especially the Office of Administration and Finance, has continually hamstrung the Department.

3. Regulatory Functions of the Department of Education

Regulation is the enforcement of standards and norms by an agency with the power and capacity to do so. The General Court of the Commonwealth has always had the power to enforce educational standards in Massachusetts. In Chapter 572 of the General Laws of 1965, the legislature delegated considerable powers and authority to the Board of Education and, through the Board, to the Department of Education to exercise regulatory functions with respect to public education in this state.

a) The Department's Regulatory Role

Chapter 572, and especially its 1G mandates which are set forth in Appendix D of this chapter of our study, took its cues from the recommendations of the Willis-Harrington Commission. Following are some statements and recommendations from pages 190 and 191 of the Commission's report of 1965:

> . . . the Board of Public School Education faces in two directions. Looking one way, it confronts the General Court and the Governor, the ultimate authorities for committing the police power of the state to compulsory attendance and the taxing power of the state to school support. Looking the other way, it must represent all of the people. . . . The best composition /of the Board/ can consist basically of the taxpayers who must find the money to finance expansion /of the schools/. . . . Such statewide civilian leadership should be able to argue most persuasively and hardheadedly in support of the returns it sees in particular investments in education. This is one of its primary missions.

Integral to this function is a necessary budget of power to exercise responsibility for compulsory aspects of schooling in the Commonwealth. This allocation is impressive: approval of minimum lengths for school day and school year and of permissible and mandatory ages for compulsory school attendance, drawing on police power; approval of educational standards . . . /and thus of many other regulatory powers which became the 1G mandates/ . . . . Such broad and far-reaching authority, however, is not new; it has resided in the government of the Bay State for over three hundred years and in the Department of Education since 1837. Subsequently, the power has been defined, specified, extended, and retracted by a host of statutes. Centralizing these powers in the Board and making it openly responsible for their application can free most of the Department's personnel to think about other things besides law enforcement.

> In the end, then, the non-professional, citizen and taxpayer Board of Public School Education derives its membership from the work it must do. This mission has two inseparable facets--raising money and police power from the General Court and in local municipalities for investment in educational services and investing that money and power in the accomplishment of the educational aims of the entire Commonwealth. This is public business--indeed, the primary public business--and it cannot be delegated.

The Commission adds that a primary function of the Department of Education, especially of its Commissioner:

> is to see to it that the Board does act and acts wisely, precisely, deliberately, and professionally. The Board does not exist to run either the Department or education statewide; the Board exists to allow the Department and local schools to run themselves; that is, professionally.

We now turn to Chapter 572 of 1965 and Section 1G, which contains the legislative provisions implementing the above recommendations. "The purposes of the board /of education/ shall be to support, serve and plan general education in the public schools." We then note the series of actions the Board shall take: minimum standards for courses, minimum length for school days and minimum number of days in the school year, maximum pupil-teacher ratios, and so on. Authority is specifically delegated to the Board to enforce these mandates, and this authority thus becomes the regulatory function of the Department (which is to see that the "Board does act and acts wisely, precisely, deliberately, and professionally").

> The board may withhold state and federal funds from school committees which fail to comply with the provisions of law relative to operation of the public schools or any regulation of said board authorized in this section (1G).
>
> The board shall see to it that all school committees comply with all laws relating to the operation of the public schools and in the event of noncompliance the commissioner of education shall refer all such cases to the attorney general of the commonwealth for appropriate action to obtain compliance.

There can be no doubt about the power and the authority of the Board and, through it, the Department of Education to enforce the standards and educational obligations set forth in Section 1G. Many other legislative enactments and court decisions, state and Federal, also give the Board authority to enforce certain standards and policies with respect to the schools. For instance, the schools shall be racially imbalanced where they have more than 50% nonwhites in student population, and there shall be no prayers in public schools. The list is quite long, but unfortunately there are no copies of it.

The Department has taken no action or has acted weakly with respect to many of the mandates; e.g., "minimum educational standards for all courses which public schools require their students to take." The Department does not have adequate staff to enforce all the standards it is called upon to police. Some members of the Department's staff tend to overlook school lack of compliance with mandates, because they strongly feel that the Department should be a leader and should perform services and that police powers are incompatible with the two former functions. (There is a strong consensus among school officials throughout the state on this point.) Some prominent voices in the General Court openly say that local school systems should set their own standards and that the Department has no business in this field. Many school officials in the Commonwealth express feelings that the staff of the Department is not competent to set standards, especially in areas touching upon curriculum, instruction, health services, drug education, and many other areas.

Some high officials at the Department question some of the standards themselves. (One official asks the very good question: What is so magical about making a school system offer 180 days of school when it may be quite possible to give a high-quality education in 160 or less?) Many superintendents cut a number of corners with respect to standards when they submit their annual reports to the Department, having reasonably good assurance that probably nothing will happen. Other superintendents point out that the nonpublic schools for which they must account in their annual reports partially or totally ignore the standards, and thus why should not public school officials?

We could expand this list of reasons why regulatory functions by the Department are in sad array in the Commonwealth. We immediately add that we have no doubt whatever about the need for minimum standards in many areas of public education. If there were no standards, inequality of educational opportunity in the Commonwealth would get totally out of hand, and the public school students would then become the pawns of local political interests, of irrational negotiations between teachers and communities, and of others who would use education for their own special interests. The big question is this: What should be minimum standards and, even more important, how can we prevent minimum standards from becoming maximum standards for many school systems?

The central purpose of standards is to improve the quality of education and to bring about greater equality of educational opportunity. Standards presumably establish a base for all, and then the role of the public educator is to rise as high above the base as possible. Many educators and systems do, and many do not.

The Department is in a bind with respect to regulatory functions. It is divided within itself on this issue, and is divided with the Board. After all, it is the Board which legally is to do the enforcing, not the Department. Thus the Department is placed in the unfortunate position of policing compliance or noncompliance with standards that the General Court has called upon the Board to enforce. The Board is appointed by the Governor, and yet we found very little visibility with respect to the Board and the Governor when we heard loud and strong complaints around the state about the fact that "the Department has no right to make us do this and that."

Furthermore, it is difficult to be the policeman and regulator on the one hand and to provide dynamic leadership and brilliant and innovative services on the other. We note that the Willis-Harrington recommendations stress the Board's regulatory role and add that this will "free most of the Department's personnel to think about things besides law enforcement." The Board is not equipped to perform this role, and the Department is not staffed nor provided with resources by the General Court to serve as a policeman.

b) Mandates: Progress and Process

On the whole, the Department has earnestly attempted to meet the obligations imposed on the Board of Education. We have a minimum school year of 180 days and a 5 1/2-hour classroom day. A Bureau of Curriculum Innovation has been established. Under study are minimum standards for courses required in the public schools, information services, educational standards for appointments to professional positions in the public schools, and maximum pupil-teacher ratios. Legislation has been passed calling for kindergarten programs in all systems in the Commonwealth by September 1, 1973, although one must raise the question as to when the

Board is going to require compulsory school attendance for children at this age level. The Board has demonstrated a considerable degree of diligence in seeking to find out how the mandates for which it is responsible have been translated into educational policy. In 1968, the Department prepared a progress report on measures taken to translate the 1G mandates into policy. In February of 1970, the Board's Vice Chairman prepared a paper updating the 1968 report.

We recognize the fact that the office of the Commissioner was unsettled during much of this period, that the new Commissioner could not meet the responsibility immediately, that there was and is considerable ambiguity about the mandates, that the Board of Education is overburdened and has had to spend an inordinate amount of time on many other issues, such as racial imbalance, and that the General Court has not always been helpful and understanding with respect to the Department's taking over regulatory functions which largely had been in the province of the legislature. If, however, the citizens of the state are to take legislation and public mandates in education seriously, and if all concerned really seek to advance quality education for students, then further delays after five years are unacceptable. After all, it is the young people who suffer from the inadequacies of educational administrators, legislators, and others who make the key decisions affecting their life opportunities.

The Department reviews carefully the annual reports submitted to it by the state's school committees to see if the data supplied square with the mandates. If they do not, and if the school system does not get into line, the Board, upon recommendation by the Commissioner, may withold all state and Federal aid in that area where performance is not consistent with the law. Except for a firm Department stance in the area of racial imbalance, this policy has not really terrified the school systems. The stick, however, is always there. Therefore, school systems, knowing that their policies are reviewed by the Department, communicate with MDE officials about their special problems.

A difficult situation arises when a school system loses a school by fire and launches a double-session program. In such a case, the Department grants waivers for the system to escape the requirement of a 5 1/2-hour day. In academic 1968-69, some 24 school systems received MDE waivers with respect to the 5 1/2-hour-day requirement.

Some school systems ask the Department for waivers from having to conform to specific regulations so that they can experiment with innovations. A letter of December 11, 1969, from the Headmaster of Brookline High School, to the Department of Education, for instance, is a request for a waiver from the 5 1/2-hour day so that the high school may experiment with a campus style of operation. This would release students from the school during the school day for study in the town library or to engage in patterns of independent study. This request was followed

by others from the Lewenberg Junior High School in Boston, Lawrence High in Falmouth, and Winchester and East Longmeadow High Schools. The Department granted waivers to these five on the basis that if this experiment were successful, similar waivers to other systems would be considered during academic 1970-71. Without the waiver, these schools would be subject to regulation and possible withdrawals of state aid.

We hail the Department and the Board for this experimental flexibility. We also feel that many of the other mandates should be examined in this context. We would rather see the Department and the Board assume a leadership position in this area than a responsive stance with respect to mandates. Let us recognize, however, the fact that this is a difficult problem and one which should be widely discussed.

As we noted earlier, the Department's huge club in the enforcement area is to withhold state and Federal aid to a school system unless or until the system complies with regulations. The Department withheld aid from the New Bedford Public Schools on the grounds that New Bedford refused to take the racial census of school students as required by the racial imbalance law. This matter went to court, and the Supreme Judicial Court of Massachusetts upheld the authority of the Commissioner to withhold aid until or unless the school system complied with the mandate (School Committee of New Bedford v. Commissioner of Education, 349 Mass. 410, 208 N.E. ad 814, 1965). The Court stated that the law (Chapter 69, Section 1, of the General Laws) gives the Commissioner "by implication . . . a substantial range of incidental authority to do in an ordinary and reasonable manner those things required for efficient exercise of /his/ powers and the satisfactory performance of /his/ duties." The Court also held that:

> The statutes sufficiently express a legislative intention that the commissioner shall have power to compel the production of reasonable information by the cities and towns relevant to education in the cities and towns and to pending educational problems in the department.

The Court has done us the service of making it abundantly clear that the Commissioner does have these powers.

Another weapon the Commissioner has is the authority to refer cases of noncompliance to the Attorney General of the Commonwealth "for appropriate action to obtain compliance." On August 20, 1963, for instance, Attorney General Edward W. Brooke declared that the Board of Education cannot permit prayer in public schools. This action was taken as the result of the Supreme Court decisions in Murray v. Curlett and School District of Abington v. Schempp. A number of communities in the Commonwealth refused to comply with this decision, and thus the

Commissioner of Education and the Attorney General were in the uncomfortable position of having to enforce what in many circles was a very unpopular decision. Several communities held out for a long time; however, the withholding of state aid was never applied.

While the Board and the Commissioner have the power under the law to withhold state and Federal aid to school systems, the actual withholding of aid is rarely employed, and rightly so. The power gives the Commissioner an important lever for negotiations and persuasion. He has applied this lever with respect to issues relating to the City of Boston's use of Title I funds, and in some other towns and cities as well. Local school authorities know that noncompliance with regulations, resulting in the state's withholding aid, would be both politically damaging and detrimental to students. Thus the squeeze that the Department is able to apply is important.

The basis for withholding aid depends on the area of noncompliance. If a specific provision for withholding funds exists (such as the requirement for 180 days of school, or the racial imbalance law), violation of the provision can be penalized by the withholding of funds within that particular area. For example, the failure of a school system to comply with the 180-day ruling (if a waiver has not been granted) can result in the loss of 1/180 of state aid under Chapter 70 for each day missed. Noncompliance with the racial imbalance law can result in such penalties as the loss of a city's or town's share of aid under Chapter 70 and nonapproval of the Board for future school construction.

When a specific provision for withholding aid does not exist (for example, the minimum length of the school day, teaching of required subjects), noncompliance with the laws relative to the operation of the public schools can result in the withholding of state and Federal funds under the general withholding provision of Chapter 15, Section 1G. The Department has the statutory authority to withhold all state aid to school systems that do not comply with the 1G mandates.

Many blame the Department for even threatening to withhold aid or to use this power as a lever. Hundreds of educators and others have told us that the Department "has no right to enforce anything in education." The simple fact is that the law granting the right of enforcement is on the books. Most people with police powers would vastly prefer to guide and lead rather than to punish. The Department and the Board thus are often criticized for doing what the law requires them to do with respect to systems and officials which are not abiding by that law. On the whole, we feel that the Department has been quite tactful in the conduct of its regulatory functions; however, its obligations in this area are time-consuming and also damaging to the capacity of the Department to carry out its functions of leadership and qualitative service. The fact remains that the mandates are in the General Laws, and many of them are being evaded.

c) Regulations and the Curriculum

Section 1, Chapter 71, of the General Laws (last amended in 1966) states that the schools in the Commonwealth "shall give instruction and training in orthography /we used to call this penmanship/, reading, writing, the English language, and grammar, geography, arithmetic, drawing, music, the history and constitution of the United States, the duties of citizenship, physiology and hygiene, physical education, and good behavior. In connection with physiology and hygiene, instruction as to the effects of alcoholic drinks, and of stimulants and narcotics on the human system, and as to tuberculosis and its prevention, shall be given to all pupils in all schools under public control....such other subjects as the school committee considers expedient may be taught in the public schools." Courses in these specified areas are thus required, and towns and cities may offer others.

Every year a number of bills are submitted to the General Court dealing with courses and other curriculum standards for the schools. We feel that the General Court is not equipped or staffed to make effective judgments with respect to curriculum guides and content matter for courses. Any legislative enactment affecting courses means greater costs for the Department and the schools, especially if they are mandated. On the other hand, many constituents of members of the General Court, being frustrated at the Department's inaction in many areas of the curriculum as well as that of their own local school systems, press their legislators for leadership. In such areas as drug education, this often compels the legislator to prod the Department or someone else so as to indicate action on his part. Departmental leadership should anticipate this, but often does not.

Chapter 572 of the General Laws of 1965 added the 1G mandate calling on the Board of Education to "establish minimum educational standards for all courses which public schools require their students to take." The Department has moved very slowly with respect to this mandate. A 55-page curriculum guide for physical education was developed in 1968. In November, 1969, the Department released a 32-page working draft of minimum curriculum standards in 14 academic areas and with respect to six auxiliary services (health services, special education, summer school, student activities, instructional materials, and pupil personnel services). We feel that the work the Department has undertaken in this area reflects little in the way of educational leadership, innovation, imagination, or quality.

Despite the Department's plea that schools should rise far above minimum standards, what can be done to make certain that this is the case? Will a mandated "minimum standard" curriculum, enforced by the Department, advance quality education? Is this leadership and service which is demanded by the state's educators? The 1G mandate cited above calls for "minimum educational standards." Are the vague course outlines that have been drafted thus far "educational standards"? The 1G mandate specifies "all courses which public schools require their students to take." The working draft deals with a number of courses that are not required.

We regret that our concluding note on regulation must be so negative. We frankly feel that while some regulations are necessary, they should not be in the area of curriculum. We should dread the day if and when the Commonwealth allocates sums of money to pay for departmental officials to enforce curriculum standards. We vastly prefer that the Department provide leadership and quality services as the best means to advance student achievement and thus life opportunities. We shall turn to recommendations on these matters after the following overview of Chapter II.

The Massachusetts Department of Education: An Overview

There is much that is good about the Department of Education. It is privileged to have many fine and dedicated staff members, people who carry out their professional tasks with earnest dedication and expertise. If the Department had the relative autonomy from the bureaucracy of state government enjoyed by some other departments of education in the United States, then we should be far more severe in our critical analysis of our own Department; however, we are obliged to appraise the Department in our Commonwealth within the context of our state bureaucracy. While our criticisms in a broader sense are directed toward that state apparatus which places so many obstacles between it and the people it presumably seeks to serve, we also can readily identify areas where the Department itself falls far short of the prime audience it must serve, the 1,150,000 students in our public schools.

This, then, is our main criticism of the Department of Education. Its prime purpose must be serving the needs of students in the schools because that is what the schools and education are all about. Our inquiries within the Department and among educators and publics throughout the Commonwealth reveal a remarkable absence of mention of students and of school services which can advance student achievement and thus life opportunities and options. The Department and most of the other bureaucratic contrivances associated with education in Massachusetts are simply not oriented toward the basic premise of this study--that schools are for students. We thus come to the following conclusions about the MDE which provide a foundation for our recommendations as to how the Department might better advance equality of educational opportunity in this state and, even more important, how it may contribute toward advancing the quality of education for our young people.

1. The Department of Education, for many reasons, continues to carry out a wide variety of mandated functions, most of which have little to do with educational leadership or which have any visible impact on improving quality of education for students in our schools. The vision and recommendations of the study by the Willis-Harrington Commission in 1965, especially those calling for leadership and quality of educational services, for the most part have not been translated into educational policy. The Commission and the resulting legislation did bring about many structural changes in the administration of public education at the state level. So far as the Department of Education is concerned, however, there have been very few improvements during the past five years in its operations or its performance of external functions. As we have emphasized throughout this study, schools are for students, and our students have yet to see the benefits of the Willis-Harrington recommendations. As a matter of fact, our staff has rarely heard students mentioned during the course of this study. Thus our contention in the first sentence of the introduction to this study will probably amaze people.

2. The Massachusetts Department of Education is by no means solely to blame for this remarkable lack of progress, although there is much the Department could have done and can do to advance quality education for students. A recurring theme throughout this study is that the executive branch of Massachusetts government, especially the Office of Administration and Finance; the General Court; the Board of Education; and to a lesser extent Massachusetts public school educators and the public at large have all contributed to this situation. The Governor has not provided the leadership or the visibility needed by public education. The Office of Administration and Finance in many instances has adversely affected conduct of internal operations by the MDE and thus its performance of external functions. Specifically, many A & F decisions with respect to the Education Department's personnel and budget are most questionable. The General Court has imposed upon the Department mandates and other statutory requirements without, in many cases, giving consideration to the manifold and diffuse implications of these mandates and without providing the Department with the resources to perform the assigned tasks. The Board of Education, although a hard-working group in general and inundated with a morass of problems and mandated obligations, has not provided leverages of influence and political power needed by the Department. In particular, the Board, appointed by the Governor, has not sought from the Governor and his office support for the Department on major issues. Many public school educators and the public at large feel free to criticize the Department without realizing its numerous problems and obligations and without helping to muster the political and public support so essential for change and progress. The great lack of coordination, determination, initiative, and information in public school education has, more than anything else, contributed toward inequality of educational opportunity in this state and has not advanced quality education for our 1,150,000 students. Unless this situation is remedied, the present balance between the state and the local communities in the administration of public education will radically change.

3. The mandates given to the Department by the General Court are operational in the sense that the Department is called on to perform a myriad of functions that are important, but routine and unimaginative in character. There are no overall mandates to the Department for educational leadership and for performing services to schools and to students which are likely to advance school achievement and thus life opportunities and options for the students. Because of legislation, policy, and traditions, the more than 500 members of the Department's staff carry out bureaucratic tasks that are needed, but which do not reflect the Willis-Harrington recommendations for leadership and quality of services. These tasks include mandated functions in adult education, school lunches, health and library services, teacher retirement, collecting and processing information from the schools, and many others. Federal funds earmarked for strengthening the Department are used by the Division of Research and Development to perform functions mandated by the General Court (especially collecting and processing information and reports from

the schools). If it is the will of the General Court and the Board of Education that the Department should serve in this routine manner, then, on the whole, the Department is doing what is expected of it, but not as well as it could. The Baker study, cited on page 56 of this chapter, provides considerable support for this statement.

Our study leads to these overview observations about the operations and functions of the Department of Education.

A. Problems in Operations

1. Inadequate overall administration of the internal operations of the MDE.

2. Lack of coordination of many operations and functions, thus resulting in duplication of effort, inefficient administration, and confusion to the publics the Department seeks to serve. Specific areas of diffusion of operations and functions are public relations and information, legislation, financial decision making and funding, adult education, special education, and pupil services.

3. Bureaucratic red tape and antiquated procedures in the business operations, producing inexcusable delays in reimbursement of staff for expense monies and of consultants for services rendered.

4. Poor supervision over allocation of funds within the MDE and to non-MDE agencies.

5. Totally inadequate internal and external communications and information to educational publics.

6. Inadequate procedures to collect feedback from educational publics about the Department and to utilize this feedback for improvement.

7. Remarkably little planning for one year ahead, let alone for what will tkae place in education during the 1970's.

8. Insufficient information about student performance from the state's public school systems in the systems' annual reports to the Department, and practically no information in these reports about nonpublic schools.

9. In the area of legislation, we note the following:

a) MDE-sponsored legislation generally not oriented toward educational needs of students

b) Poor coordination with educational groups and agencies

c) Little political muscle exercised by the Board of Education in support of legislation

d) Little coordination with legislation not sponsored by the Department

10. In the area of personnel:

a) Inadequate pay and travel money, although this is not the fault of the Department

b) Meaningless job titles and job specifications, again not entirely the fault of the Department

c) Little horizontal communication among personnel

d) Ineffective people occupying some important professional positions

e) Inadequate direction of personnel; no inservice training

f) Inefficient utilization of professional manpower resources

11. The headquarters at 182 Tremont Street is not conducive to efficient and effective office work.

12. Overall confusion about priorities for operations which support the performance of external functions.

B. Performance of External Functions

1. External functions (leadership, services, and regulation) appear to have little connection with services in the Commonwealth's schools which can advance student achievement and the life opportunities and options for these students.

2. Because the internal operations of the Department are poorly organized for efficient and effective performance of external functions, professional staff who should be in the field spend more than half of their time at 182 Tremont Street. Available Department services are not widely known about in the state, and the regional offices are not being utilized nearly as much as they should be.

3. The Department is not well organized to serve students in urban areas, such as Boston, Springfield, and Worcester. It places little focus on urban education as

such, including racial and ethnic mixes of students in schools, teaching-learning processes, inservice education of teachers, or issues affecting dropout rates and student alienation.

4. Although the Racial Imbalance Act represents a major leadership thrust by the Department, both the Act and measures taken under the Act have not received the critical review during the past five years they deserve. In particular, the Act does not address itself to integrated education through teaching-learning processes and the imperative need for inservice education for teachers. The big question is whether social and political conditions will be stable long enough for the Boston plan for new school construction to materialize so that there will be racially balanced schools in the city's communities where there are concentrations of nonwhite students. Of greatest importance, however, is the fact that the Act does not address itself to racism and racial imbalance in communities where there are few or no nonwhite students. The basic implication of the Act is that there is poor education-race relations in schools with 50% or more nonwhites. Little or nothing has been done, however, to deal with poor education-race relations in schools and systems where school population is 50% or more white.

5. Chapter 70 of the General Laws dealing with state aid to local communities is inadequate and must be revised and fully funded.

6. Due to inadequate funding, the Division of Research and Development does little research and development. At present, it is an information-collection agency and a service unit to school systems in the area of business practices.

7. The Department is ill-equipped to "regulate" in terms of enforcing mandates imposed on it and the state's public schools. School officials throughout the state know this, and their deviations from standards adversely affect the Department's status and education in general.

8. The Department's efforts to date to provide minimum standards for courses have only yielded outlines that are still in the draft stage. This might be a blessing, as we hold that the Department should have only minimal responsibilities for curriculum so far as minimum standards are concerned and that the General Court should have no role whatsoever in the content and structure of curriculum.

9. The total range of Department services and regulatory authority is not generally well known or understood among educators in the Commonwealth, and the Department, for the most part, must accept the responsibility for this situation.

10. The Department has insufficiently tapped the vast educational resources in the Commonwealth. It has not successfully adapted many operations and functions of other departments of education in the United States for improving its own operations and functions.

APPENDIX A

Evaluative Analysis of Operations and Functions of the MDE

In evaluating the operations and functions of the MDE, six approaches to inquiry and assessment were utilized by the study staff: interviews; questionnaires; studies of and by the MDE and various departmental publications; studies of departments of education in general; studies of specific departments of education in the United States; and studies of the political and legislative aspects and processes of public education.

A. Interviews

Staff members had approximately 70 interviews with members of the staff of the MDE, and 70 interviews with some members of the General Court, professional educators, and attentive publics throughout the state. Some MDE staff members were interviewed two or three times. Most interviews lasted between thirty minutes and an hour. About 20 people were interviewed by phone. In our judgment, the interviews were bona fide and reflected honest and sincere opinions and judgments of those interrogated. Interviews were subjected to a general content analysis so that our staff could identify trends and patterns with respect to specific operations and functions of the MDE. Additional information was gathered during our attendance at Cabinet meetings at the MDE and meetings of the Board of Education, as well as at many informal discussions with Board members and with Commissioner Sullivan, Deputy Commissioner Curtin, and the Associate and Assistant Commissioners. A list of those interviewed is at the end of this Appendix.

B. Questionnaires

In October, 1969, we distributed 500 questionnaires to staff members of the MDE. These questionnaires were hand delivered to bureau directors, and thus we have no way of knowing how many of the some 500 employees of the MDE actually received the questionnaires. A total of 185 completed questionnaires were returned to the Lincoln Filene Center, and they provided a profile of internal operations of the Department and of staff members' attitudes on many issues and conditions. The questionnaires used in this study are reproduced at the end of this Appendix.

Also in October, 1969, we sent 3, 500 questionnaires to representative groups of professional educators (superintendents, principals, teachers, and some persons in higher education), to representative groups of attentive publics, to members of school boards, Leagues of Women Voters, Parent-Teacher Associations, and to taxpayers at large. Approximately 627 people completed and returned the questionnaires. Most respondents identified themselves and/or their groups. We felt that

the responses were candid and honest. They were particularly helpful in giving our study staff a broad perspective on how others felt about the Department and what was needed to strengthen the MDE. The Lincoln Filene Center has retained a complete file of almost 1000 interviews and questionnaires that served as two of the major sources of our information. While all names are considered confidential, our files of material are available to anyone having a legitimate reason to examine the contents.

C. Studies of and by the MDE

There have been dozens of studies of the MDE over the years. More recent ones were particularly helpful to our staff, and we examined them carefully in terms both of their analyses of current or recent operations and functions of the MDE and of their recommendations for changes and improvements. The studies are as follows:

Bradbury Seasholes (ed.), Public Education in Massachusetts: Problems and Challenges (Medford, Massachusetts: Lincoln Filene Center, Tufts University, for the Tufts Assembly on Massachusetts Government, 1965)

Report of the Special Commission Established to Make an Investigation and Study Relative to Improving and Extending Educational Facilities in the Commonwealth (Boston: Commonwealth of Massachusetts, 1965)

This is the report of the Willis-Harrington Commission, and many of this study's recommendations became Chapter 572 of the General Laws of 1965.

Edgar R. Moor and Robert Saltonstall, Report of the Governor's Task Force on Education, 1965

Henry Wulf and Douglas Hyland, Special Commission on Governmental Operations, Boston, 1967

This was Staff Study #3, Report on Reorganization of the Massachusetts Department of Education, by the "Baby Hoover Commission."

A Report: Review of the Massachusetts Department of Education, Boston, 1968

This study was made under Title V of the Elementary and Secondary Education Act of 1965 and was cooperatively arranged by the United States Office of Education and the MDE.

We also benefited from a 1969 study of the MDE made by a committee of its own personnel headed by Assistant Commissioner James F. Baker and from the 1967

and 1968 annual reports by Commissioner Kiernan and the 1969 report of MDE operations and functions by Commissioner Sullivan. The MDE has provided us with information about "Department Days," which were sessions in September and November, 1969, and February, 1970, at which MDE staff members engaged in an extensive critique of Department functions and operations. The focus of the April, 1970, Department Day was on the Provisional Report of our study of the Department. The session provided a most meaningful exchange between more than one hundred MDE personnel and the study staff. A review, examination, and discussion of the Report took place, after which MDE personnel endorsed the Report's findings and major recommendations.

D. General Studies About State Departments of Education and State Administration

In the fall of 1969, the National Education Association published for the Council of Chief State School Officers two important studies about state departments of education, both of which were of great value to the study: Education in the States: Historical Development and Outlook, by Jim B. Pearson and Edgar Fuller, and Education in the States: Nationwide Development Since 1900, by Edgar Fuller and Jim B. Pearson.

Located in Denver, Colorado, the eight-state project, "Designing Education for the Future," has produced eight volumes that represent some of the best thinking available about education today and tomorrow and the role of state departments of education in meeting local and state needs. The project was directed by one of the most distinguised authorities in public education, Dr. Edgar L. Morphet, who has been most helpful to our study staff. The titles and dates of publications of the project reports are as follows:

Prospective Changes in Society by 1980 (August, 1966)

Implications for Education of Prospective Changes in Society (January, 1967)

Planning and Effecting Needed Changes in Education (June, 1967)

Cooperative Planning for Education in 1980: Objectives, Procedures, and Priorities (January, 1968)

Emerging Designs for Education: Program, Organization, Operation, and Finance (May, 1968)

Planning for Effective Utilization of Technology in Education (August, 1968)

Preparing Educators to Meet Emerging Needs (March, 1969)

Designing Education for the Future: Rationale, Procedures, and Appraisal (June, 1969, the project's final report). Section Four of the last report, "Important Concepts and Insights," contains the project's basic findings and recommendations. All of these reports have been published by Citation Press, Scholastic Magazines, Inc., 50 West 44th Street, New York, New York 10036.

Other useful studies of and reports about state departments of education are as follows:

State and Local Responsibilities for Education: A Position Statement (Washington, D.C.: Council of Chief State School Officers, 1968)

The State of State Departments of Education (Washington, D.C.: United States Office of Education, Fourth Annual Report of the Advisory Council on State Departments of Education)

Roald Campbell, et al., Strengthening State Departments of Education (Chicago: Midwestern Administration Center, University of Chicago, 1967)

Bernarr 3. Furse and Lyle O. Wright, Comprehensive Planning in State Education Agencies (Salt Lake City, Utah: Utah State Board of Education, 1968)

C. O. Fitzwalter, State School System Development: Patterns and Trends (Denver, Colorado: Education Commission of the States, 1968)

Lee M. Thurston and William H. Roe, State School Administration (New York: Harper & Brothers, 1957)

E. Specific Departments of Education

Insofar as possible, the study staff has sought information about studies of other departments of education in the United States. We have been privileged to draw upon the views of the colleagues of the Lincoln Filene Center who are associated with us in the Northeastern States Citizenship Project. These educators, all professional members of the nine northeastern departments of education, have provided many insights about the operations and functions of their departments. Dr. Gibson has also been closely associated with the state departments in Colorado and Ohio.

Reports from and studies about specific departments are as follows:

A New Organizational System for State-Level Educational Administration (Sacramento, California: Arthur D. Little Company, 1967

Florida: Toward Excellence (Tallahassee: Governor's Commission for Quality Education, Florida Study of Education, 1967)

Education for the Future of Illinois (Springfield: The Task Force on Education, William P. McLane, Chairman, 1966)

Education, 1967: A Statewide Study of Elementary, Secondary, and Area Vocational-Technical Education in Minnesota (Duluth: University of Minnesota, College of Education, Bureau of Field Studies and Surveys, Otto E. Domain, Director, 1967)

Looking Ahead to Better Education in Missouri: A Report on Organization, Structure, and Financing of Schools and Junior Colleges (New York: Academy for Educational Development, 1966)

Thomas T. Tucker and J. Clark Davis, A Plan for Organization and Administration of the Nevada State Department of Education (Reno: University of Nevada, 1966)

State Responsibility for Public School Education in New Mexico (Santa Fe: Final Report, State of New Mexico Educational Research Committee, Herbert H. Hughes, Director, June, 1967)

Education in Rhode Island: A Plan for the Future (Providence: Final Report to the General Assembly by the Rhode Island Special Commission to Study the Entire Field of Education, 1968)

A Proposed Basic Education Program for Wyoming Schools (Cheyenne: Governor's Committee on Education, 1964)

Two publications that also provide much information about state departments and legislation on education at the state level are:

Compact (Bimonthly publication of the Education Commission of the States, 822 Lincoln Tower, 1860 Lincoln Street, Denver, Colorado, 80203)

Education, U.S.A. (Weekly newsletter of the National School Public Relations Association, 1201 16th Street, N.W., Washington, D.C. 20036)

F. Political and Legislative Aspects of Education at the State Level

Professor William M. Gibson of the Boston University School of Law and Mr. Lawrence G. Cetrulo of Harvard University prepared a critique of the political and legislative aspects and processes dealing with education at the state level.

The study staff has interviewed a number of members of the General Court and has attended several committee hearings on educational legislation.

Two mongraphs of considerable value to any study of legislation in Massachusetts are:

The Great and General Court: The Legislature of the Commonwealth of Massachusetts (Boston: League of Women Voters, 1965)

Legislative Procedure in the General Court of Massachusetts (Boston: Wright & Potter Printing Company, 1969)

The study staff has drawn upon the following studies dealing with relationships among government, politics, and public education:

Stephen Bailey, et al., Schoolmen and Politics: A Study of State Aid to Education in the Northeast (Syracuse: Syracuse University Press, 1962; see in particular Chapter IV, "The Postwar Struggle in Massachusetts")

Robert Bendiner, The Politics of Schools: A Crisis in Self-Government (New York: Harper & Row, Publishers, 1969)

James Bryant Conant, The Child, The Parent, and The State (New York: McGraw-Hill Book Company, 1965)

Ralph B. Kimbrough, Political Power and Educational Decision-Making (Chicago: Rand McNally & Company, 1964)

Alan Rosenthal (ed.), Governing Education: A Reader on Politics, Power, and Public School Policy (Garden City, New York: Doubleday & Company, Inc., 1969)

List of Those Interviewed During Study

MASSACHUSETTS DEPARTMENT OF EDUCATION

Office of the Commissioner

Helen A. Smith, Senior Attorney
William J. Crowley, Administrative Assistant to the Commissioner

Office of the Deputy Commissioner

Thomas J. Curtin, Deputy Commissioner

Division of Administration and Personnel

Douglas A. Chandler, Associate Commissioner
Gerald F. Lambert, Business Agent
Helen L. Flannery, Supervisor of Personnel
David F. Cronin, Senior Supervisor in Education
Patricia P. Stevens, Department Librarian
Theodore J. Parker, Supervisor, Equal Educational Opportunity

Bureau of Teacher Certification and Placement

John P. McGrail, Director
David L. Fitzpatrick, Assistant Director

Teachers' Retirement Board

Joseph B. Carroll, Executive Secretary

Bureau of Public Information

John F. Stapleton, Supervisor in Education
Randall H. Peck, Education Information Officer

Division of Curriculum and Instruction

Max Bogart, Associate Commissioner

Bureau of Adult Education and Extended Services

Harold F. McNulty, Director

Class Instruction Program

William N. Goudy, Jr., Assistant Supervisor in Education

Correspondence Instruction Program

Sybil P. Smith, University Extension Instructor

Civil Defense Program

John F. Dulligan, Senior Supervisor in Education

High School Equivalency Program

Mary K. Prendergast, Senior Supervisor in Education

Bureau of Civic Education

Rene J. Bouchard, Jr., Director
Bruno Ciccariello, Senior Supervisor in Adult Basic Education
Carl L. Fuller, Senior Supervisor in Education (Economics)

Bureau of Curriculum Innovation

Robert A. Watson, Director
David F. Engelhardt, Senior Supervisor in Education
Patricia R. Allen, Supervisor in Education

Bureau of Elementary and Secondary Education

Lawrence M. Bongiovanni, Director
*Francis J. Farrenkopf, Senior Supervisor, Guidance, Counseling, and Testing
James M. Horton, Senior Supervisor, Secondary Education
Robert L. Jeffery, Senior Supervisor, Compensatory Services
John W. Packard, Senior Supervisor, Science
James R. Powers, Senior Supervisor, Modern Foreign Languages
John T. Schomer, Senior Supervisor, Elementary Education
Lesley G. Dunn, Supervisor, Education
Helen M. Shannon, Senior Supervisor, Reading

*Deceased

Regional Offices

Region IV Southeast, Buzzards Bay

Frederick A. Small, Coordinator
E. Curtis Hall, Secondary Education

Region III Central, Worcester

John J. Collins, Coordinator
Charles D. Bird, Secondary Education

Region II Northeast, Andover

Louis R. Amadio, Elementary Education

Board of Library Commissioners

Mrs. V. Genevieve Galick, Director

Bureau of Special Education

William A. Philbrick, Jr., Director
Thomas H. Browne, Assistant Director
John B. McGilvary, Senior Supervisor, Team for Mentally Retarded
William J. O'Brien, Senior Supervisor, Title VI - ESEA
William P. Keating, Assistant Supervisor, Visually Handicapped Children

Division of Occupational Education

Walter J. Markham, Assistant Commissioner
Anthony V. Cipriano, Assistant Director, Manpower, Development, Training (MDT)
Garrett T. Barry, Senior Supervisor, Private Trade Schools
John N. Fitzgerald, Senior Supervisor, Industrial Schools for Boys and Men
Marguerite T. Erickson, Supervisor, Distributive Education
John P. Morine, Senior Supervisor, Occupational Information and Vocational Guidance
Sophie S. Hollander, Supervisor in Education

Executive Committee for Educational Television

Michael F. Mears, Executive Director

Division of Research and Development

James F. Baker, Assistant Commissioner

Bureau of Research and Field Services

Leo P. Turo, Senior Supervisor in Education
Clement G. Perkins, Senior Supervisor in Education

New England Assessment Project

Jesse O. Richardson, Senior Supervisor in Education,
Massachusetts Director

Division of School Facilities and Related Services

George J. Collins, Assistant Commissioner
James J. Tedesco, Project Director, Health Services

Bureau of School Building Assistance

William B. Black, Director
Joseph Robinson, Attorney

Bureau of Nutrition Education and Food Service

John C. Stalker, Director
Louise M. Watts, Supervisor in Education

Division of State and Federal Assistance

Everett G. Thistle, Assistant Commissioner

Bureau of Program Assistance

James C. Bradley, Senior Supervisor, Educational Aid
Distribution

Bureau of Surplus Property

Robert F. Nolan, Senior Supervisor, Surplus Property
Distribution

MEMBERS OF THE GENERAL COURT

Senator Mary L. Fonseca
Senator Kevin B. Harrington
Representative Robert A. Belmonte
Representative Ann C. Gannet
Representative Marie E. Howe
Representative Frank J. Matrango
Representative Edward A. McColgan
Representative John W. Olver
Representative George Rogers
Representative David N. Vigneault

MASSACHUSETTS SUPERINTENDENTS

John E. Deady, Superintendent of Schools, Springfield
George F. Dillman, Superintendent of Schools, Otis
Leo C. Donahue, Superintendent of Schools, Somerville
William P. Kanty, Executive Secretary-Treasurer, Massachusetts Association of School Superintendents
Edward W. Koskella, Assistant Superintendent of Schools, Sharon
Monsignor Albert W. Low, Superintendent of Schools, Archdiocese of Boston
Paul H. Phaneuf, Superintendent of Schools, Malden
Robert I. Sperber, Superintendent of Schools, Brookline
Thomas L. Warren, Superintendent of Schools, Randolph

MASSACHUSETTS PRINCIPALS

Clarence Blair, Bryant Elementary School, Great Barrington
O. Vincent Cafasso, Babson Elementary School, Gloucester
Stuart F. Casper, Birchland Park Junior High School, East Longmeadow
Julia Crawford, South Elementary School, Agawam
Thomas F. Donahue, Medfield Junior High School, Medfield
John F. Donovan, Concord-Carlisle High School
Frederick Gorgone, Jr., Annie F. Warren Elementary School, Wellesley
Rollins Griffith, Martin Luther King Middle School, Boston
Bertram Holland, Executive Secretary-Treasurer, Massachusetts Secondary School Principals' Association

MASSACHUSETTS SCHOOL COMMITTEE MEMBERS

Helen A. Bowditch, Worcester
Edward C. Bryant, Masconomet Regional School District
Alton S. Cavicchi, Executive Secretary, Massachusetts Association of School Committees
Dr. Ruben Katz, Ludlow
Alfred A. Maffeo, Associate Executive Secretary, Massachusetts Association of School Committees
John M. McGarry, Central Berkshire Regional
Michael Pagos, Ludlow
Thomas Whalen, Pittsfield

MASSACHUSETTS EDUCATIONAL AND CIVIC ORGANIZATIONS

Massachusetts Taxpayers Foundation, Incorporated

Frank J. Zeo, Executive Vice President
Lyman H. Ziegler, Director, Technical Services, and Municipal Consultant

League of Women Voters

Mrs. Sheridan Bottino
Mrs. Arthur Uhlir, Jr., Education Chairman

Massachusetts Educational Conference Board

Mrs. Charlotte P. Ryan, Chairman

New England Association of Colleges and Secondary Schools, Incorporated

Richard Bradley, Director of Evaluation Commission on Public Secondary Schools
Daniel Maloney, Assistant Director of Evaluation Commission on Public Secondary Schools

New England Region of the American Jewish Committee

Philip Pearlmutter, Director
Frederick Andelman, Director, Education Committee

Metropolitan Council for Educational Opportunity

Mrs. Ruth Batson, Associate Director

Massachusetts Council for Public Schools, Inc.

Mrs. David Warsowe, Past President
Mrs. Isabel Besecker, President
Charles Harris
Graham T. Winslow

Massachusetts Congress of Parents and Teachers

Mrs. Kenneth Whiting, First Vice President

AFL-CIO

Miss Rose Claffey, Vice President, Massachusetts Federation of Teachers
*Francis E. Lavigne, Research Division

New England School Development Council

Robert S. Ireland, Executive Secretary

Massachusetts Teachers Association

Miss Helen M. O'Brien, President
John M. Dow, Jr., Third Vice President
Felix J. Zollo, Jr., Assistant Director, Division of Research

Massachusetts Association for Children with Learning Difficulties

Mrs. J. Chester Webb

*Deceased

MASSACHUSETTS EDUCATIONAL AND GOVERNMENT SPECIALISTS

RESOURCE PERSONNEL

John Chaffee, Professor of School Administration, Boston College

John R. Childress, Dean, Boston University School of Education

Dana Cotton, Director of Placement, Harvard Graduate School of Education

John Delaney, Legislative Assistant to Governor Francis W. Sargent

Donald T. Donley, Dean, School of Education, Boston College

Ian Forman, Education Editor, Boston Herald Traveler

William C. Gaige, Director of Research, Massachusetts Advisory Council on Education

Thomas Green, Whitehead Fellow, Harvard Graduate School of Education

Charles C. Halbower, Education Consultant, Arthur D. Little, Inc.

Herold Hunt, Eliot Professor of Education, Harvard Graduate School of Education

Lawrence Kotin, Massachusetts Law Reform Institute

Frank E. Marsh, Jr., Dean, Northeastern School of Education

Paul E. Marsh, Senior Education Consultant, Office of Planning and Program Coordination, Department of Administration and Finance

Anita L. Martin, Consultant, Adult Education

John J. O'Neil, President, Boston State College

Theodore R. Sizer, Dean, Harvard Graduate School of Education

QUESTIONNAIRE

Distributed to Members of the Staff
of the
Massachusetts Department of Education

1. In his book entitled Personnel Administration in State Education Agencies in the Years Ahead, Dr. Morrissett makes this point. "There is little recognition of what motivates employees (of state departments of education) or attention given to motivating them, as evidenced by the lack of incentive plans_____, personnel development programs_____, and effective employee utilization_____." Please write "agree," "disagree," or "no opinion" in the appropriate blanks above.

2. Please check the appropriate line. Do you have the time (Yes_____, No_____) and/or inclination (Yes_____, No_____) to keep abreast of research and developments in your professional field?

3. Do you feel that your superiors really care whether you are keeping abreast of significant research and developments in your field (Yes_____, No_____, Do not know_____)?

4. Do you feel that you professionally can influence and affect change (a) within the Department (Yes_____, No_____, Do not know_____) and (b) with respect to public education in the Commonwealth (Yes_____, No_____, Do not know_____)?

5. What three factors adversely affect the performance of your professional functions at the Department?_____

_____

6. What single factor with respect to the Massachusetts Department of Education makes you want to continue to work at the Department?_____

_____

Please respond to the following statements by giving one number in the appropriate space. The six numbers signify the following:

No or none - 1
Very little (or) very bad - 2
Moderately little (or) moderately bad - 3
Satisfactory - 4
Moderately some (or) moderately good - 5
Very much (or) very good - 6

1. Communications within your division_____

2. Communications within your bureau_____

3. Communications with those who have the same title as you but are in other divisions or bureaus_____

4. Adequate funds to perform your job_____

5. Adequate clerical staff_____

6. Adequate leadership from superiors_____

7. Superiors appreciate and support your work_____

8. Re 182 Tremont Street

   a) Adequacy of the building for performance of duties_____

   b) Adequacy of office environment (heat, light, etc.)_____

   c) Adequacy of equipment (desks, typewriters, files, etc.)_____

   d) Privacy_____

9. Value of staff meetings _____

10. Overall state educational leadership by Department officials above but not including bureau directors_____

11. Your image in the field, especially within school systems_____

12. Image of the Department in the Commonwealth_____

13. This Questionnaire_____

Note: Please feel free to add any comments on the above items or any other issues you feel pertinent. Thank you again!

_____

_____

_____

_____

QUESTIONNAIRE

Distributed to Representative Groups of Professional Educators
(Superintendents, Principals, Teachers
and
Some Specialists in Higher Education)

PART I

Please fill in the blanks with the letter that you feel best answers the statement.

A - Yes, very familiar
B - Yes, generally familiar
C - Moderately familiar
D - Little familiarity
E - Not familiar

1. I am familiar with the basic recommendations of the Willis-Harrington Commission Study of 1965 on improving public education in Massachusetts_____.

2. I am familiar with the functions the MDE performs in the Commonwealth_____.

3. I am familiar with the Massachusetts Advisory Council on Education_____.

4. I am familiar with the relationship between the Massachusetts Department of Education and the Massachusetts Board of Education_____.

5. I am familiar with the legislative process in the General Court for developing legislation in the area of public education_____.

6. I am familiar with the functions of the Massachusetts Board of Education_____.

PART II

What do you think of the following strategies with respect to the operations and functions of the Massachusetts Department of Education? Please circle the letter that represents the best description of your views.

SA - Strongly agree
A - Agree
U - Undecided
D - Disagree
SD - Strongly disagree

Feel free to add any remarks which will help us to interpret your views.

1. The Department should expand its leadership and service functions to schools by strengthening and expanding the role of the regional offices.

SA A U D SD

2. The Department should review critically all proposed legislation in the area of public education.

SA A U D SD

3. The leadership and service functions of the Department should have higher priority than the regulatory functions.

SA A U D SD

4. The Department should mandate and regulate minimum school days per year.

SA A U D SD

5. The Department should establish and enforce minimum standards for courses in the public schools.

SA A U D SD

6. The Department should establish minimum pupil-teacher ratios.

SA A U D SD

7. The Department should have the authority to withhold state and Federal funds to systems which do not comply with school laws.

SA A U D SD

8. The Department should have available pertinent research and information to be able to judge where schools are demonstrably deficient in educating students.

SA A U D SD

9. The Department should assume more leadership in providing cooperation between and/or among school systems which do not have the resources to provide quality education for their students.

SA A U D SD

10. The Department should take strong leadership in mobilizing public and political support for funding education in Massachusetts.

SA A U D SD

11. The Department should serve as a clearinghouse for educational information and innovations for the public schools.

SA A U D SD

12. The Department should provide services for assisting local school systems in the area of business management.

SA A U D SD

PART III

Please fill in the following questions or points. Feel free to enclose in the return envelope any other views or observations you would like to submit to the study staff.

1. As set forth in the introduction, we believe the overarching goal of education is to maximize the potential of each student in terms of quality of knowledge, quality of learning, quality of skills, civic quality, and human quality (physical and mental well-being and self-concept). In your opinion, what are some components of each of these categories, e.g., what is civic quality?

Quality of knowledge

Quality of learning

Quality of skills

Civic quality

Human quality

2. What are some of your general ideas and recommendations for improving the operations and functions of the Department of Education, especially in view of your own professional position in education?

3. Do you consider the Department and its functions vital to your school system? If so, why? If so, in what way? If not, why not? If not, what could or should the Department do to be of maximum value to your system?

4. Assuming that you will agree with recommendations by this study for improving the operations and functions of the Department, would you give strong support for more funding by the state government of the Department? If so, why? If not, why not?

5. What are your recommendations for gaining more support for a stronger Department and for legislation to strengthen the role of the Department in the state?

6. What should be the role of the regional offices of the Department?

7. What are the current major strengths and major weaknesses of the Department?

Note: This questionnaire is for the internal use of the study staff only and is designed to identify trends or patterns with respect to strategies for improving the operations and functions of the MDE. Nevertheless, it would be most useful to the study if in the space below you would identify yourself, your school system, and your professional role in that system.

Name: _____
Please Print

School System: _____

Position: _____

QUESTIONNAIRE

Distributed to Representative Groups of Attentive Publics
(Members of School Boards, Leagues of Women Voters,
Parent-Teacher Associations,
and to
Many Citizens at Large)

PART I

Please fill in the blanks with the letter that you feel best answers the statement.

A - Yes, very familiar
B - Yes, generally familiar
C - Moderately familiar
D - Little familiarity
E - Not familiar

1. I am familiar with the basic recommendations of the Willis-Harrington Commission Study of 1965 on improving public education in Massachusetts____.

2. I am familiar with the functions the MDE performs in the Commonwealth____.

3. I am familiar with the Massachusetts Advisory Council on Education____.

4. I am familiar with the relationship between the Massachusetts Department of Education and the Massachusetts Board of Education____.

5. I am familiar with the legislative process in the General Court for developing legislation in the area of public education____.

6. I am familiar with the functions of the Massachusetts Board of Education____.

PART II

What do you think of the following strategies with respect to the operations and functions of the Department of Education? Please circle the letter that represents the best description of your views.

SA - Strongly agree
A - Agree
U - Undecided
D - Disagree
SD - Strongly disagree

Feel free to add any remarks which will help us to interpret your views.

1. The Department should expand its leadership and service functions to schools by strengthening and expanding the role of the regional offices.

SA A U D SD

2. The Department should review critically all proposed legislation in the area of public education.

SA A U D SD

3. The leadership and service functions of the Department should have higher priority than the regulatory functions.

SA A U D SD

4. The Department should have available pertinent research and information to be able to judge where schools are demonstrably deficient in educating students.

SA A U D SD

5. The Department should assume more leadership in providing cooperation between and/or among school systems which do not have the resources to provide quality education for their students.

SA A U D SD

6. The Department should establish and enforce minimum standards for courses in the public schools.

SA A U D SD

7. The Department should serve as a clearinghouse for educational information and innovations for the public schools.

SA A U D SD

8. The Department should take strong leadership in mobilizing public and political support for funding education in Massachusetts.

SA A U D SD

PART III

Please fill in the following questions or points. Feel free to enclose in the return envelope any other views or observations you would like to submit to the study staff.

1. As set forth in the introduction, we believe the overarching goal of education is to maximize the potential of each student in terms of quality of knowledge, quality of learning, quality of skills, civic quality, and human quality (physical and mental well-being and self-concept). In your opinion, what are some components of each of these categories, e.g., what is civic quality?

Quality of knowledge

Quality of learning

Quality of skills

Civic quality

Human quality

2. What are some of your general ideas and recommendations for improving the operations and functions of the Department of Education, especially in view of your own relationship with public education?

3. Do you consider the Department and its functions vital to your local school system? If so, why? If so, in what way? If not, why not? If not, what could or should the Department do to be of maximum value to your system?

4. Assuming that you will agree with recommendations by this study for improving the operations and functions of the Department, would you give strong support for more funding by the state government of the Department? If so, why? If not, why not?

5. What are your recommendations for gaining more support for a stronger Department and for legislation to strengthen the role of the Department in the state?

6. What should be the role of the regional offices of the Department?

7. What are the current major strengths and major weaknesses of the Department?

Note: This Questionnaire is for the internal use of the study staff only and is designed to identify trends or patterns with respect to strategies for improving the operations and functions of the MDE. Nevertheless, it would be most useful to the study if in the space below you would identify yourself and the primary organization with which you are associated that has an interest in public education in Massachusetts.

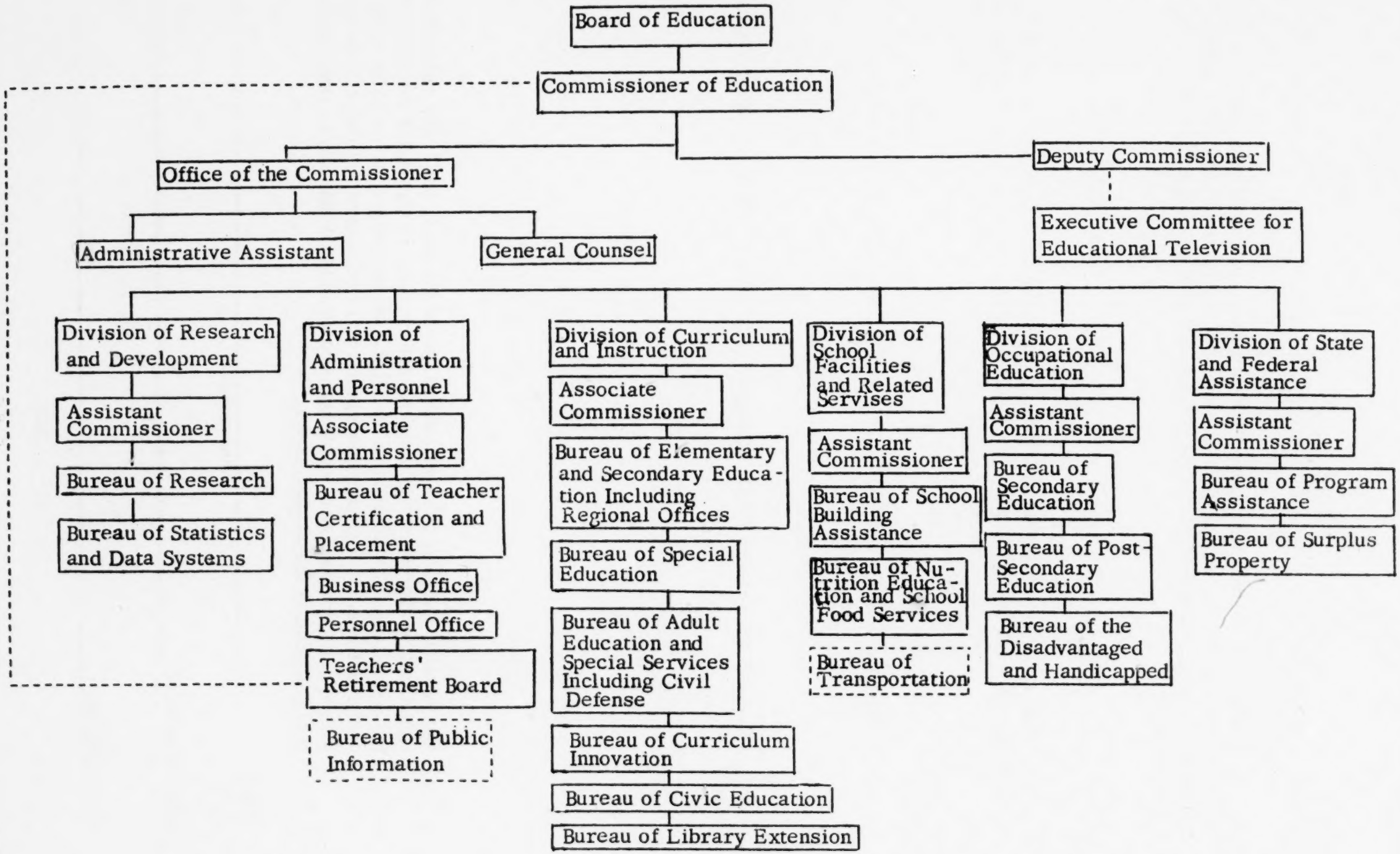
Name: _____
Please Print

Home Address: _____

Organization: _____

APPENDIX B

Structure of Massachusetts Department of Education
as of February, 1970


Board of Education
Commissioner of Education
Office of the Commissioner
Administrative Assistant
General Counsel
Deputy Commissioner
Executive Committee for Educational Television
Division of Research and Development
Assistant Commissioner
Bureau of Research
Bureau of Statistics and Data Systems
Division of Administration and Personnel
Associate Commissioner
Bureau of Teacher Certification and Placement
Business Office
Personnel Office
Teachers' Retirement Board
Bureau of Public Information
Division of Curriculum and Instruction
Associate Commissioner
Bureau of Elementary and Secondary Education Including Regional Offices
Bureau of Special Education
Bureau of Adult Education and Special Services Including Civil Defense
Bureau of Curriculum Innovation
Bureau of Civic Education
Bureau of Library Extension
Division of School Facilities and Related Services
Assistant Commissioner
Bureau of School Building Assistance
Bureau of Nutrition Education and School Food Services
Bureau of Transportation
Division of Occupational Education
Assistant Commissioner
Bureau of Secondary Education
Bureau of Post-Secondary Education
Bureau of the Disadvantaged and Handicapped
Division of State and Federal Assistance
Assistant Commissioner
Bureau of Program Assistance
Bureau of Surplus Property

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APPENDIX C

Members of the Board of Education

Term Expires	
1974	Allan R. Finlay, Chairman
1975	Rae Cecilia Kipp, Vice-Chairman
1971	Richard L. Banks
1971	Dorothy Robinson
1971	John S. Sullivan
1972	Walter N. Borg
1972	William H. Gassett
1973	William P. Densmore
1973	Joseph G. Weisberg
1974	J. Richard Early
1975	Joseph Salerno

Secretary: Neil V. Sullivan, Commissioner of Education

Ex Officiis: Edward C. Moore, Chancellor of the Board of Higher Education
William C. Gaige, Director of Research, Advisory Council on Education

APPENDIX D

Provisions of Section 1G of Chapter 15 of the General Laws

Relating to Education

SECTION 1G. Purposes of board of education (Enacted 1965, Chapter 572-2). The purposes of the board shall be to support, serve and plan general education in the public schools.

The board shall be a communication and information center serving all public schools in the commonwealth.

The board may provide such necessary services to local public schools as are beyond their capacity to support separately.

The board shall provide centralized, state wide, long-range planning service for public schools.

The board shall provide a common center for the development, evaluation, and adaptation of educational innovations for public schools.

The board shall delineate and locate such other supporting services so as to improve the operation of all public schools and the quality of their educational programs.

The board shall establish the minimum length for a school day and the minimum number of days in the school year.

The board shall approve the educational standards for appointments for professional personnel in the public schools.

The board shall establish maximum pupil-teacher ratios for classes in public elementary and secondary schools.

The board shall establish the permissible and mandatory ages for school attendance and shall consider the advisability of raising the minimum age for attendance in the first grade to the national average "age" for such attendance.

The board shall establish minimum educational standards for all courses which public schools require their students to take.

The board shall establish minimum standards for all public school buildings, subject to the provisions of section fifteen of chapter one hundred and forty-three.

The board shall evaluate annually the efficacy of the state aid formula and shall recommend such changes in it as it may deem necessary.

The board may withhold state and federal funds from school committees which fail to comply with the provisions of law relative to the operation of the public schools or any regulation of said board authorized in this section.

The board of education shall develop plans for education to meet state needs, and shall be the planning and approving authority for federal programs to be undertaken in the commonwealth.

The board shall see to it that all school committees comply with all laws relating to the operation of the public schools and in the event of noncompliance the commissioner of education shall refer all such cases to the attorney general of the commonwealth for appropriate action to obtain compliance.

The board shall annually, on or before November fifteenth, report to the governor and to the general court its acts and decisions during the preceding year with recommendations for the ensuing year, and, on or before the first Monday of January, distribute to the chairman of each school committee in the commonwealth a copy of such report, and statistics showing the performance of the public schools.

The board shall establish the functions, duties and responsibilities of each division established by it and of the personnel thereof.

The board shall appoint advisory committees in the areas of vocational education and special education, and may appoint advisory committees for each of its divisions and for each other curriculum area.

The board may collect and maintain information from any public school system in the commonwealth relevant to its work or requested of it by the advisory council on education.

The board may receive allotments for the commonwealth from federal programs in aid of elementary, secondary, and vocational education and may direct the disbursement of such funds and state aid funds in accordance with law.

The board and commissioner of education may seek relevant information from other states and institutions and from other departments, divisions, authorities, and agencies within the commonwealth.

At the direction of the board, the commissioner may seek, accept, and administer specific grants from private foundations and federal agencies. Said grants shall be kept in a separate fund in the state treasury and shall be disbursed by the state treasurer at the direction of the board and pursuant to its authority.

The board may employ, from time to time, such consultants and experts as the commissioner may recommend to study specific matters of concern to the department.

APPENDIX E

Approximate Distribution of Personnel in the Massachusetts Department of Education as of January 23, 1970

	100% State funded		100% Federal funded		50-50 funded	
	Filled	Vacant	Filled	Vacant	Filled	Vacant
I. Office of the Commissioner	15	6				
Experimental School	24	7				
Legal Services	2	0				
Total	41	13				
II. Division of Administration and Personnel						
Office of Associate Commissioner	3	1				
Business Office	14	2				
Personnel	3	2				
Bureau of Teacher Certification and Placement	8	0				
Maintenance	5	0				
Teachers Retirement Board	28	12				
Total	61	17				
III. Division of Curriculum and Instruction						
Office of Associate Commissioner	8	3				
Bureau of Elementary and Secondary Education	39	9	23	4	21	11
Bureau of Civic Education	5					
Bureau of Special Education	27	2	15	2		
Educational Television	6	2	24	3		
Bureau of Curriculum Innovation						
Bureau of Adult Education (including Civil Defense)	49	10	9 2	0		
Bureau of Library Extension	24	1				
Total	158	27	21 94	12 21	21	11

	100% State funded		100% Federal funded		50-50 funded		Trust Fund	
	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant
IV. Division of Research and Development	9	2	13	2	15	5		
Total	9	2	13	2	15	5		
V. Division of School Facilities and Related Services								
Office of Assistant Commissioner	3	0						
Bureau of School Building Assistance	10	2						
Bureau of School Lunch Programs	33	3	15	1				
Total	46	5	15	1				
VI. Division of State and Federal Assistance								
Office of Assistant Commissioner	3	0						
Bureau of Program Assistance	5	0	4	2				
Bureau of Surplus Prcperty	1	1					18	5
Total	9	1	4	2			18	5
VII. Division of Occupational Education	7	5	23	9	25	12		
Total	7	5	23	9	25	12		
Subtotal - All positions	331	70	149	35	61	28	18	5

Grand Total: 549 positions filled (265 professional; 284 general)
138 positions funded but vacant (70 professional; 68 general)

APPENDIX F

Members of Joint Committee on Education of the General Court

Senate

Mary L. Fonseca, Chairman
Fall River

John J. Conte
Worcester

James DeNormandie
Lincoln

Samuel Harmon
Boston

Charles V. Hogan
Lynn

John M. Quinlan
Norwood

House

George Rogers, Chairman
New Bedford

Theodore J. Aleixo, Jr.
Taunton

Robert A. Belmonte
Framingham

Nicholas J. Buglione
Methuen

Michael J. Daly
Allston

George DiLorenzo
Boston

Ann C. Gannett
Wayland

Marie E. Howe
Somerville

Charles W. Mann
Hanson

Frank J. Matrango
North Adams

Edward A. McColgan
Northampton

John W. Olver
Amherst

Alan D. Sisitsky
Springfield

George C. Young
Scituate

APPENDIX G

Studies Sponsored by the Massachusetts Advisory Council on Education

Below are directors, titles, and dates of studies which have been commissioned and supervised by the Massachusetts Advisory Council on Education:

Samuel Gove, The Massachusetts System of Higher Education in Transition (jointly sponsored by the American Council on Education), July, 1967

Carl J. Schaefer and Jacob J. Kaufman, Occupational Education for Massachusetts, June, 1968

New England School Development Council, Inequalities of Educational Opportunity in Massachusetts, July, 1967

Andre Daniere, Massachusetts School Equalization Formula, Preliminary Report, February, 1968

Joseph Cronin and Robert Marden, Massachusetts and Its Support of the Public Schools, Preliminary Report, April, 1968

Anita Martin, Massachusetts Adult Education Planning Project, May, 1968

Michael Anello, Metropolitan Boston Area Higher Education Needs Study, May, 1968

Lindley J. Stiles, Teacher Certification and Preparation in Massachusetts, June, 1968

Information Management, Inc., Report of Phase I of a Study to Develop a Comprehensive Education Information System, September, 1968, and The Management of Education Information, November, 1968

Andre Daniere, The New Massachusetts Program of State Aid to Education, Preliminary Report, October, 1968, and Cost-Benefit Analysis of General Purpose State School-Aid Formulas in Massachusetts, Preliminary Report, October, 1968

Sam Hunter, A Survey, Analysis and Proposal for Action for the Development of the Visual Arts in Public Higher Education, January, 1969

Andre Daniere, The Measurement of Alternative Costs of Educating Catholic School Children in Public Schools, March, 1969, and Cost-Benefit Analysis of General Purpose State School-Aid Formulas in Massachusetts, June, 1969

Arthur Kroll and Gordon Liddle, Pupil Services for Massachusetts Schools, November, 1969

Melvin Levin, Continuing Education: State Programs for the Seventies, December, 1969

Herbert Hoffman, Evaluation of Selected Aspects of Project 750, December, 1969

Bruce Dunsmore, Guidelines for Planning and Constructing Community Colleges, November, 1969

Daniel Jordan, Study of Compensatory Education, March, 1970

Donald Donley, Problems of School District Organization, April, 1970

John S. Gibson, Functions of the State Department of Education, April, 1970

Note: The following are MACE studies in progress:

Warren King, Business Task Force for School Management, September, 1970

Lloyd Michael, The Comprehensive High School, October, 1970

Joseph Cronin, The Boston School System, December, 1970

Burton Blatt, Master Plan for Special Education, February, 1971

BIBLIOGRAPHY AND CITATIONS FOR CHAPTER II

A. Inputs into the Department of Education

James D. Koerner's book, Who Controls American Education: A Guide for Laymen (Boston: Beacon Press, 1968), contains thoughtful sections on the various ingredients of state departments of education, especially in Chapter IV ("State Government and Statewide Groups"). We have cited on several occasions the lengthy study edited by Edgar Fuller and Jim B. Pearson, Education in the States: Nationwide Development Since 1900 (Washington, D. C.: National Education Association for the Council of Chief State School Officers, 1969). Chapter 1 by Fuller and Terrel H. Bell, "State Departments of Education within State Governments," considers boards of education, commissioners, and state departments in general. Chapter 11 by Jay D. Scribner, "Impacts of Federal Programs on State Education Agencies," examines the role of the Federal government in aiding education departments and the schools and also contains many bibliographical citations. The citations from Scribner on page 29 of Chapter II of our study are from page 532 of his chapter in the Fuller and Pearson study.

B. Operations of the Department of Education

Ewald B. Nyquist's chapter, "State Organization and Responsibility for Education" in Edgar L. Morphet and David L. Jesser's Designing Education for the Future, No. 5 (New York: Citation Press, 1968) is, in the opinion of the staff of this study, the best analysis available of the role of a state department of education and its operations. See also Keith Goldhammer, et al., Issues and Problems in Contemporary Educational Administration (Eugene, Oregon: University of Oregon Press, 1967). This is a study of 22 state departments of education, most of which Goldhammer finds weak. The main problems are largely in the operational area, including poor leadership, too much politics, lack of legislative support, and poor quality of personnel. The quotation by Commissioner Nyquist on page 33 was taken from page 139 in his chapter in the Fuller and Pearson book, cited above. Charles E. Lindblom's The Policy-Making Process (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1968) provided guidelines for appraisal of administrative decision making. In the area of financial operations (pages 39 ff.), we derived much benefit from Aaron Wildavsky's The Politics of the Budgetary Process (Boston: Little, Brown & Company, 1964). "State Financing of Elementary and Secondary Education" in the Fuller-Pearson study was also most useful. In the area of personnel, we drew on Lloyd N. Morriset, Sr., et at. (eds.), Personnel Administration in State Education Agencies in the Years Ahead (Sacramento: California State Department of Education, 1967), and Edgar L. Morphet and David L. Jesser, Preparing Educators to Meet Emerging Needs (New York: Citation Press, 1968).

Appendix A ("Evaluative Analysis of Operations and Functions of the MDE") contains a number of citations with respect to relationships between education and politics. Several studies in this area that have a direct bearing on our analysis are as follows: Alan Rosenthal (ed.), Governing Education (Garden City, New York: Doubleday & Co., Inc., 1969), Political Power and Educational Decision-Making by Ralph Kimbrough (Chicago: Rand McNally & Company, 1964), and "Politics and School Administration" by Nicholas Mosely in C. M. Hill's Educational Progress and School Administration (New Haven: Yale University Press, 1936).

C. Performance of External Functions

On educational innovation, see H. Thomas James, et al., The Schools and the Challenge of Innovation (New York: McGraw-Hill Book Company, 1969). Richard G. Gray's "Public Relations in State Departments of Education" in Fuller and Pearson defines many of the problems and processes in this area.

With respect to educational services, "State Organization for Service and Leadership to Local Schools" by Robert M. Isenberg in the Fuller-Pearson book was particularly helpful. For curriculum, see "The School Curriculum in American Education" by Helen Heffernan in Fuller and Pearson, and also Gordon I. Swanson's "The World of Work," Chapter 6 in Fuller and Pearson. If one feels that we have made progress in integrated education and equality of educational opportunity, he should read One Year Later: An Assessment of the Nation's Responses to the Crisis Described by the National Commission on Civil Disorders (New York: Frederick A. Praeger, 1969), especially Part I, Chapter 2, on education. On state aid, see State Aid to Local Government (Washington, D. C.: Government Printing Office for the Advisory Commission on Intergovernmental Relations, 1969). Mrs. Ryan's study is entitled The State Dollar and the Schools. An excellent recent study is James E. Bruno's "An Alternative to the Use of Simplistic Formulas for Determining State Resource Allocation in School Finance Problems," American Educational Research Journal, November, 1969.

For adult education, see John B. Holden's "Adult Education and the Public Schools" in the Fuller-Pearson book, and Anita Martin's Massachusetts Adult Education Planning Project (Boston: Massachusetts Advisory Council on Education, 1968). Dr. Melvin Levin of Boston University has recently completed a MACE-sponsored study entitled Continuing Education: State Programs for the Seventies. Titles for civic education may be found in Helen Werneth's Educating for Citizenship: An Annotated Bibliography (Medford, Massachusetts: Lincoln Filene Center, Tufts University, 1969). On pupil services, two chapters in the Pearson-Fuller book are useful: Walter S. Crewson's "Pupil Personnel Services: and Charles O. Ryan's "Rehabilitation: Vocational-Social Personnel." For school facilities, see Holy and Tonigan's "Educational Facilities" in Pearson and Fuller. The Harvard

Educational Review, Volume 39, No. 4, 1969, focuses on "Architecture and Education" and contains some marvelous drawings and photographs showing schools of today and tomorrow. We were also impressed by the monograph entitled Thirty-One Old San Francisco Schools Updated (Chicago: Educational Facilities Laboratories, 1969), which discusses in considerable detail and with illustrations how outmoded buildings can be economically revitalized. Those concerned with the soaring costs of school construction would be well advised to examine this publication. Thelma G. Flanagan's "School Food Services" in Pearson and Fuller is relevant to the state's school lunch program.

With respect to teachers, we made good use of the following studies: Goold and Burke's "The Organized Teaching Profession," and T. M. Stinnett's "Teacher Education, Certification and Accreditation," both in Fuller and Pearson. See also Teacher Unions and Associations: A Comparative Study (Urbana, Illinois: University of Illinois Press, 1970), and Chapter II of the Koerner book, "The Influence of Teachers' Organizations."

For a legalistic discussion of the powers of the Massachusetts Board of Education, see Lawrence Kotin, "Equal Educational Opportunity: The Emerging Role of the State Board of Education," 50 Boston University Law Review, pp. 211 - 229 (1970).

III

Recommendations for Improving the Operations and Performance of External Functions of the Massachusetts Department of Education

Our recommendations are based, of course, on our analysis of the operations and functions of the Massachusetts Department of Education as they presently exist. We also have been influenced by the many available studies of the Department and of departments of education in general in the United States, as well as by numerous suggestions we have received from educators and thoughtful citizens during the course of our study. Naturally, our recommendations reflect the views of the study staff, the Study Committee, and the Massachusetts Educational Conference Board. Chapter III of the study sets forth ways and means by which these recommendations might be translated into educational policy.

Our five basic recommendations are as follows:

1. The Department must have authority to hire, retain, and promote professional personnel at salary levels that parallel or exceed those of some of the best public schools in the Commonwealth.

2. The Department must undertake a number of reforms with respect to its internal operations, especially in the area of administrative procedures, reducing duplication of effort and programs in certain areas, improving legislative and fiscal processes, organization of specific divisions and bureaus, training of personnel, and planning.

3. Strong efforts should be undertaken to increase the Department's service role to school systems and to minimize the function of the Department as a regulator and enforcement agency with respect to the public schools in the state.

4. Present regional offices of the Department should be strengthened better to deliver school services of quality directly to school systems; and at least two more regional offices (or service centers) should be created, with one serving the needs of the Greater Boston area.

5. A program should be launched under the aegis of the Department calling for the establishment of educational goals for Massachusetts students, assessment of student achievement with respect to goals, evaluation of schools, and accountability by educators and educational decision makers to the publics they serve for their performance with respect to students.

These five basic recommendations are set forth in order of priority; all, however, are related to one another. Implementation of one or more of them would improve the capacity of the Department better to serve the needs of public education in Massachusetts; but it is our hope that all five will be considered a modest master plan and will be adopted to increase the effectiveness of the Department during the years ahead. Below, each recommendation is followed by a rationale explaining the basic need for the recommendation. Some of the recommendations include modest organizational changes within the Department, but we recommend no major overhauling of the structure at this time.

RECOMMENDATION #1

The Department must have authority to hire, retain, and promote professional personnel at salary levels that parallel or exceed those of some of the best public schools in the Commonwealth.

Top priority should go to giving the Department flexibility in hiring, retaining, and promoting professional personnel of high quality. Unless the Department is staffed with educators and administrators who command professional respect and esteem among public school educators and other citizens in the Commonwealth, its capacity to assume educational leadership and to provide school services of high quality will continue to be severely limited. By professional personnel, we refer to nonclassified department staff and not to classified civil service employees. Clearly, all personnel of the Department should be considered "professional" so far as performance of duties is concerned.

Many of the present personnel in the Department are educators and administrators of first rank, but our inquiries and the findings of this study convince us that the Department is not competitive with our best school systems in attracting and retaining professional educators of high quality. It therefore cannot carry out its many tasks satisfactorily and cannot service the school systems of the Commonwealth effectively. Without quality in professional personnel, the other recommendations we submit with respect to the Department will be of little value.

By flexibility, we mean that the Board of Education and the Department should have the prime authority to make judgments about the qualifications of those applying or being considered for professional (nonclassified) positions at the Department. The Board and the Department also should have basic authority to promote personnel and to provide employment inducements so that present personnel will not be attracted to other positions because of low salaries at the Department or lack of other opportunities and perquisites.

Out of a possible 33 job groups in the state salary schedule, there are 20 in which professional personnel at the Department of Education usually fit. Within each job group there are seven steps, each representing a different salary level. The important decision concerning which job group and step a professional employee will be hired at or promoted to is made not by the Department of Education but by the Bureau of the Budget within the Governor's Executive Office of Administration and Finance. The interpretation of an individual's qualifications and experience by the Office of Administration and Finance tends to be narrow and inflexible. Unfortunately, what often results is that well-qualified persons with fine credentials cannot be hired or promoted because the Office of Administration and Finance refuses to approve the job groups and steps recommended for them by the Department of Education.

Consequently, many competent people who might be interested in working for the Department turn to other professional opportunities when they find that they cannot secure a salary and professional position to which they, and often the Department, feel they are entitled. Furthermore, many professional staff members in the Department are frustrated when they find they are trapped into a specific group and/or salary step and cannot move upward until or unless Administration and Finance approves of a Department recommendation. During the 18 months between July, 1968, and January, 1970, there were 59 resignations by professional staff of the Department, usually for higher paying and more prestigious positions in public schools or other educational agencies. Most of these people were promising young educators with about 14 to 16 months of service, just the kind of men and women so desperately needed to give the Department the thrust it requires.

During the 1970 legislative year, the Department submitted legislation (House 130) calling for an increase for each professional staff member by five job groups. This would give each person higher status and salary. While we fully support this legislation, we are setting our sights on the legislative years of 1971 and beyond toward the enactment of legislation which will give the Department greater flexibility and authority in all realms of hiring, promoting, and retaining professional personnel.

We suggest, as a guideline, authorization for salaries and employment opportunities parallel to the best school systems in Massachusetts. Unless this becomes a reality, the Department cannot assume a strong leadership and service role. Even more important, the Department will not be able to attract top-flight people or retain them, because the best school systems and other educational agencies will constantly search for qualified and experienced personnel for staff or teaching positions. Therefore, we urge the most serious consideration of

adopting the basic intent of this recommendation, one on which all the other recommendations rest.

RECOMMENDATION #2

The Department must undertake a number of reforms with respect to its internal operations, especially in the area of administrative procedures, reducing duplication of effort and programs in certain areas, improving legislative and fiscal processes, organization of specific divisions and bureaus, training of personnel, and planning.

The capacity of the Department to provide leadership in education and to supply distinctive school services that will advance quality education for students is directly related to the efficiency and effectiveness of its internal operations. It is true that the Department is a bureaucracy within the system of a state bureaucracy, and thus many external constraints are placed upon it as it seeks to streamline its internal operations and to gain legislative and public support for better servicing the schools of the Commonwealth. Our findings, however, point to a number of inadequacies in the Department's internal operations, many of which the Department can correct itself without waiting for changes elsewhere in the intricate web of state government. Improvements can be made both in the formal operations and among the informal and traditional processes and interactions among members of the staff. Most, if not all, of these improvements are necessary if the Department truly is to provide educational leadership and school services of quality.

A. Administrative Procedures

The internal administrative functions of the Department are, and for some time have been, poorly managed and in a state of confusion. We feel that the following recommendations will substantially improve the administrative structure and processes.

The Deputy Commissioner of Education should be vested by the Commissioner as the principal executive officer with respect to managing the internal operations of the Department and to coordinating those operations with the performance of external functions. Thus the Associate Commissioners should be directly responsible to the Deputy Commissioner and he to the Commissioner. The Deputy Commissioner should have an executive assistant to help him with his manifold tasks and responsibilities.

Two executive assistants should serve directly under the Commissioner. One should be vested with responsibilities for making educational projections and for planning, and the other should assist and advise the Commissioner in the area of occupational education. The former should have close ties with the Division of Research and Data Systems (we shall recommend that the present Division of Research and Development assume this new name), while the latter should coordinate his work with the new Division of Occupational Education. The Commissioner should also have whatever other administrative assistants he and the Board consider necessary. The present lack of staffing for the Board of Education could be remedied in large part by a well-staffed Commissioner's Office.

We recommend that all present Assistant Commissioners become Associate Commissioners, thus giving them equal status in the Department. We hope that this top staff of the Department will devise ways to coordinate their various assignments and duties so as to provide a harmonious structure and process for internal operations and consequently for performance of external functions.

We are aware that the Department is presently considering new patterns of internal organization. While we refrain from making more specific recommendations in this area, we trust that the recommendations above will be considered carefully by top Department officials.

B. Reducing Duplication of Effort and Programs in Certain Areas

In the course of our study, we have found considerable duplication of operational efforts and programs. Therefore, we recommend a consolidation of the work of various bureaus in the area of adult education and that more stress be given to the role of the Department in providing postschool educational opportunities to Massachusetts citizens. Decision making with respect to applying for and allocating Federal and state funds should be tightened and placed under the authority of the (proposed) Associate Commissioner for Federal and State Assistance. Department operations in special education, pupil services, and research should also be consolidated.

The Bureau of Public Information should be strengthened, and all public information programs, including publications, should emanate from this Bureau so that educators and other people in the Commonwealth may have a much better idea of the Department's role and services in public education. One of the main concerns conveyed to the study staff has been the need for improved public information policies; we trust that our recommendation in this area will receive most serious consideration.

C. Improving Legislative and Fiscal Processes

1. Legislative Processes

The legislative processes of the Department leave much to be desired. We therefore recommend that considerable effort be made to draw upon the views of the Department's professional employees in the shaping of the annual legislative package and that more effective means be developed to utilize the expertise and advice of state educational groups and the Educational Conference Board in developing legislative proposals. This means more meetings with members of such groups (as well as with members of the legislative Joint Committee on Education) at the Department in the summer and fall, and follow-up procedures between meetings so that such sessions are not perfunctory or window dressing. More information on specific bills submitted to the General Court should be circulated by the Department to key groups and audiences, and public progress reports should be made on how those bills are faring in the legislature. Priorities for legislation the Department wants and needs should be established. Above all, the legislation the Department proposes should be articulated in terms of how it will advance student achievement and quality of education in the schools. Inasmuch as schools are for students, every effort should be made to emphasize this obvious point in legislation and in all Department endeavors.

2. Improving Fiscal Processes

With respect to the Department's budget, which must be submitted to the Executive Office of Administration and Finance by the middle of September (for the next fiscal year), efforts should be made to orient it toward goals rather than having it based on annual increments for each of the basic categories of the budget. This suggests developing a program and planning budget system. Goals, in turn, should be shaped within the context of legislative priorities for the Department as well as of longer-term objectives. Better communication between the Department and the Office of Administration and Finance in determining budget priorities is imperative. The deplorable fact is that it is not until well after the Governor has submitted his budget (House 1) to the General Court in January that the Department can begin to learn what cuts have been made in the budget which it submitted in September. This is an intolerable situation and seriously damaging to departmental operations and planning.

With regard to other fiscal operations, it is imperative that Department personnel have more funds for travel and that the Business Office expedite payments to staff members for expenses incurred in travel, as well as remuneration to consultants to the Department for services rendered. More effort should be made to secure Federal funds and to allocate them efficiently and effectively and within the

time limits established by Federal legislation. The Business Office must be operated with modern business procedures, and it also requires additional staffing.

The services provided by the Bureau of Adult Education and Extended Services could be delivered more efficiently and thoroughly through the adoption of a revolving fund. This would mean that monies received by this Bureau from all sources, excluding monies appropriated by the General Court, could remain available to the Bureau instead of reverting to the State Treasury as of June 30th of each fiscal year.

D. Organization of Specific Divisions and Bureaus

We recommend that the Division of Research and Development become the Division of Research and Data Systems, with authority to supervise all research activities of the Department and to operate all data systems. Because we are recommending considerable emphasis on more extensive reports by school systems to the Department through this Division, we feel that "Data Systems" is a more appropriate title. It is also essential that the General Court provide greater funding by the state for the Division of Research and Data Systems rather than relying almost exclusively on the Federal government to fund this vital segment of the Department's operations.

Recommendation #5 of this study calls for a state-wide program for the articulation of educational goals, assessment of student performance, evaluation of school services, and accountability by educational decision makers to the publics they serve. Toward that end, we recommend that the Division of Research and Data Systems should have a Bureau of Educational Assessment and Evaluation so that it may be equipped to perform these important services. The Bureau would manage the state-wide student assessment program and also would conduct the evaluation processes with respect to school services that are related to student performance. This suggests that the Bureau also should engage in constant research and inquiry with respect to school services that demonstrably advance student achievement and those that do not.

Task forces on student assessment and evaluation of school services comprised of specialists in these areas from the state's school systems, institutions of higher learning, and appropriate educational firms, should be organized to assist the Bureau. The computers of the Division of Research and Data Systems should be utilized to the maximum to secure the information and data essential for making judgments about relating assessment and evaluation findings to goals for educational quality. The Bureau of Educational Assessment and Evaluation should also be charged with the responsibility for disseminating on a broad basis the findings of its assess-

ments and evaluations so that school systems might be better informed on student performance and school services of quality. This Bureau could also be of much assistance to systems and others in developing educational accountability programs.

We recommend that all curricular and instructional activities and functions of the Department come under the authority of the Division of Curriculum and Instruction. Some or all of the work of the Bureau of Elementary and Secondary Education in this Division can be more effectively assigned to other bureaus in line with our recommendation on consolidation of specific areas of departmental activity. Again, we note Department action in revising its internal organization, and we hope that this effort will bring about a more efficient structure for serving curriculum needs of the schools.

E. Training of Personnel

We recommend increased efforts by the Department for training new personnel with respect to the duties they will undertake, and especially for developing extensive inservice training programs for Department employees. Specifically, we see a need to bring all personnel working in curriculum and other rapidly changing areas of education abreast of recent developments, research, and innovations; and also the necessity to train certain personnel in such areas as business management (including managerial concepts and leadership skills) and pupil services (guidance, counseling, etc.). Without a constant process of updating professional personnel, the Department cannot meet the needs of the schools and students.

F. Planning

We stress again the need for educational planning. In Chapter I of this Report, we set forth a number of projections for education in the 1970's and beyond. Unless the Department plans now for meeting the changes and challenges which lie ahead, its usefulness to public school education will be considerably limited. In Recommendation #2, we have suggested an Executive Assistant for Planning (to the Commissioner), and we suggest constant interactions between his (or her) work and all other divisions of the Department. Planning should include also a continuous process of evaluation of strengths, weaknesses, and needs of the Department of Education and of public education in general so that the short-range and long-range goals of the Department may be articulated more effectively. Certainly, projections and planning will be an integral part of the increased concern by and responsibilities of the Department in the area of state aid to nonpublic schools.

RECOMMENDATION #3

Strong efforts should be undertaken to increase the Department's service role to school systems and to minimize the function of the Department as a regulator and enforcement agency with respect to the public schools in the state.

Here we move from the internal operations of the Department to its performance of three broad functions for the state's school systems: leadership; school services; and regulation, or enforcing mandates which the General Court imposes upon school systems. We recommend that the Department and those having executive or legislative authority with respect to the Department unite to stress leadership and services and to reduce the role of the Department as a regulatory agency. In brief, we recommend emphasizing the carrot rather than the stick to uplift quality of education for Massachusetts students.

A. Leadership

By leadership, we mean that the Department should assume initiative in statewide educational matters which cut across the boundaries of all school systems. Leadership does not mean assuming authority over local school systems or depriving any school system of its own leadership role in public education.

Clearly, leadership at the local level deals with curriculum and other kinds of educational innovations; experimental programs in such areas as differentiated staffing and uses of paraprofessionals in the schools; exciting new developments in school facilities; and collaboration among a number of school systems to improve education at lower costs. Leadership at the state level means dealing with those things that local systems cannot do by themselves, matters that affect the well-being and quality of all systems in the state.

State-wide areas for departmental leadership include the following: advancing equality of educational opportunity for all Massachusetts students; statewide educational assessment and proposals for educational accountability; assistance to disadvantaged children wherever they are; promoting integration in education throughout the state; and providing assistance and leadership on the broad issue of collective bargaining. It also involves securing more Federal aid for all dimensions of public school education; making educational projections and providing planning directives for use by all school systems; extending many kinds of services to the schools (set forth below); and combining the best that the state and the local school systems have to

offer so that clear and current alternatives to the present structure of state-local system cooperation will not be replaced by state or Federal control and operation of the public schools. We therefore recommend that the Department assume leadership in these areas where it is wholly appropriate for the state to take the initiative and where each school system will benefit from this style and design of educational leadership.

B. Services

We recommend that the Department of Education be equipped to extend or improve school services of quality to school systems that are not providing such services to students or that cannot provide them. School services include the following: teachers, instructional resources, curriculum (structure and content), school facilities, administration, libraries, facilities for physical and mental well-being, continuing education programs, and pupil services (guidance, counseling, etc.). School services are the very crux of education, and in Massachusetts, there is a profound inequality among our schools and school systems in the quality and quantity of these services available to students. We hold that services provided by the Department to needy systems can do much to equalize educational opportunity.

Appendix A to this Chapter, entitled, "On Quality in Education," deals with relationships between and among educational goals, school services, student performance, and postschool opportunities and options. We suggest data and studies which link postschool opportunities to student achievement, and achievement, in turn, to the quality of school services provided to the student.

All of this is intimately related to the capacity and organization of the Division of Research and Data Services to develop programs in assessment and evaluation. We recommend that under the aegis of the Division of Research and Data Systems, Department personnel and consultants from a number of sources compile research on positive and negative school services that demonstrably advance or impede student achievement. This inventory, which should be continuous, given new research and findings, will be of help to school systems and will better equip the Division of Curriculum and Instruction to organize its own resources for assisting the systems.

In our following two recommendations, we expand upon this proposal with more specific suggestions for delivery of services that can advance quality of education and equality of educational opportunity as well. Our basic point is that the Department must focus on identification and delivery of quality services, and that along with leadership on educational matters affecting all school systems, it can assume a key role in advancing educational quality, student achievement, and expanded postschool opportunities for all students in the Commonwealth.

We also suggest that the Department could utilize its operations in educational television more effectively to deliver school services of quality, especially in the area of inservice teacher training and education. Because the data are so clear about the importance of keeping teachers abreast of the latest developments and processes in all areas of education, it is obvious that significant inservice programs can do much to improve the capacity of public school teachers to advance quality education for students. This also applies to direct instructional television, or the use of this medium as an effective curricular component of all school systems in the state.

Strong leadership and service functions by the state must be undertaken if we are to avoid alternative patterns and possibilities for management of our public schools. We feel that our proposals will provide for equal protection of the law (within the context of the Fourteenth Amendment to the Constitution) for students in the domain of public education if we have a strong Department of Education and if we strengthen close and effective ties between the Department and local school systems. The alternative to this is the distinct possibility of either extensive or full state funding (and thus control) of schools or else assumption by the Federal government of greater control of the public schools. Either we strengthen the capacity of the present state-local collaborative pattern of public education to advance quality of education for students, equality of educational opportunity, and equal protection of the laws for students irrespective of in what town or city they reside, or we may well expect more authoritarian processes to dominate public school education in the Commonwealth.

C. Regulatory Functions

Legislation enacted by the General Court requires the Board of Education, through the Department, to enforce a number of mandates or compulsory programs with respect to the public schools in the state. The most extensive listing of the mandates is to be found in Section 1G of Chapter 572 of the General Laws of 1965, the "Willis-Harrington" legislation. Among the "1G" mandates are length of school day (5 1/2 hours), minimum number of school days a year (180 days), minimum educational standards for all courses that public schools shall require their students to take, and maximum pupil-teacher ratios. Mandates which the Department must enforce are found in other legislation, including the racial imbalance law (Chapter 641 of the General Laws of 1965). This law calls on the Board of Education to approve of town or city plans to balance schools racially, an "imbalanced" school being one with 50% or more nonwhite students. A school system's failure to secure Department approval for its racial balance plan or noncompliance by school systems with respect to the other mandates may result in the Department's withholding Federal and/or state aid to those school systems. This is the stick of regulation.

"Carrots" with respect to action by local school systems in response to legislative enactments include increases in school building funding if small systems form regional or union districts and when systems build schools designed for racial balance. Most of the mandates, however, require Department regulation and enforcement.

We recommend that the Board and Department officials carefully review all the regulations the Department is obliged to enforce and request the General Court to remove from the statutes those mandates that have little or no bearing upon quality of education for student achievement.

Four reasons lead us to this recommendation. In the first place, if a major function of the Department is to enforce extensive mandates, then its central role is that of a policeman and not a leader or a provider of school services of quality. The Department cannot assume a leadership position and cannot allocate its personnel and resources to provide effective services, if it must be a policeman and concentrate on enforcing the mandates. Many schools tend to view the Department in its enforcement role only, and this naturally undermines its capacity to lead and to serve. For the Department, this is an uncomfortable and untenable position.

Secondly, the Department is inadequately staffed to enforce the mandates in a consistent and effective manner. The General Court, in other words, calls on the Department to police the legislature's mandates, but it does not provide the Department with the personnel or resources to do this. School systems know it and in many ways deviate from the mandates. The Department is embarrassed, weakened, and placed in a most compromising position. Furthermore, it is often blamed by local school systems for a role it did not seek, but one that impairs its capacity to lead and be of service.

In the third place, the nonpublic schools in the state, which have one in five of all students, kindergarten through grade 12, are not appraised carefully by the Department and cannot be. Annual reports by superintendents of school systems to the Department contain considerable data about the public schools, but very little about the nonpublic schools. Consequently, the Department is not in a position to judge compliance with mandates by the nonpublic schools, which, in turn, have and also exercise options to circumvent many mandates. This hardly makes public schools rejoice in conforming to regulations and standards.

Finally, one may well question the validity of many mandates. How does one relate the precise number of school days per year, hours per school day, or teacher-student ratios to quality in education or to student achievement? Should the Department have the authority to establish minimum standards for courses? Might not minimum standards become maximums for some school systems?

There must be some minimum standards; however, they should be flexible and definitely related to student performance and achievement. Thus we recommend a state-wide assessment program that will help to determine relationship between standards and student achievement. Research and data from other states and school systems will also contribute to finding out much more about what, if anything, should be mandated for advancing student achievement. If we gain such knowledge, then the Department, through its leadership and service roles, can help school systems deficient in certain areas to rise far above what is considered performance at a minimum level. This, again, emphasizes the carrot function of the Department and reduces the need for policing the schools.

We also recommend more flexibility by the Department in granting waivers to school systems with respect to compliance with present minimum standards. Waivers should be related to pilot projects that call for experimentation in advancing student achievement and accompanying evaluation (fewer hours per day in school, for example, with independent study or field work, etc.). Our basic recommendation about re-assessment of mandates is dependent upon the Department's being able to provide the carrot of more effective school services and also on a state-wide educational assessment program. Our two final recommendations focus on these matters.

RECOMMENDATION #4

Present regional offices of the Department should be strengthened better to deliver school services of quality directly to school systems; and at least two more regional offices (or service centers) should be created, with one serving the needs of the greater Boston area.

Presently, there are four regional offices of the Department (Pittsfield, Worcester, North Andover, and Wareham) that provide a variety of services to school systems in their areas. These offices (or, as we prefer to call them, service centers) should be strengthened in a number of ways, and at least two more are needed so that a pattern of delivery of qualitative school services can directly uplift educational standards in all schools in the Commonwealth.

This recommendation does not imply a decentralization of the Department. Rather, it suggests a more effective organization for carrying out the leadership-service thrust of the Department, as recommended above. The central office of the Department should be staffed with all kinds of educational specialists who can be dispatched to the regional service centers and then to individual school systems for specific educational programs and services. The Department's professional educators

and administrators should be much more in the field than is presently the case, and strong regional offices, which work directly with the schools in their areas, can provide the means to make the presence and services of the Department much more useful to the schools. Parenthetically, we prefer the term specialist to supervisor or senior supervisor, the titles of most of the Department's professional staff members. Supervisor suggests regulation, while specialist suggests service and leadership.

We recommend a staff structure that would include a director; an assistant director; specialists in teacher education, instructional resources, information and public relations, building facilities, pupil services, and other important school service areas. There also should be specific personnel for liaison with all six divisions in the Department and with such bureaus as Elementary and Secondary Education, Special Education, Adult Education and Extended Services, Curriculum Innovation, Library Extension, School Building Assistance, School Lunch Programs, Transportation, and Program Assistance.

We recommend specific services for teachers at these centers, including advice on selection of instructional materials, collections of many kinds of instructional resources, inservice programs for teachers, information about curriculum innovations, listings of available paraprofessionals, and many others. For administrators, the centers could provide all sorts of collaborative arrangements and assistance for improvement of school administrative and business needs: purchasing, school construction, collective-bargaining procedures, special and occupational education services and equipment, planning and evaluation programs, personnel recruitment and placement, and so on.

The centers should organize regional task forces, comprised of Department personnel and others from universities and school systems, that could address themselves to specific school problems, such as special education, curriculum innovation and dissemination, and teacher inservice education. The centers could help to coordinate the many collaborative arrangements which already exist among groupings of systems in the state (including the some 75 Federal Title III programs) and also could respond to requests by school systems to form such collaborative programs. The centers could provide meeting space for systems in the region, could gather research data for the Division of Research and Data Systems, could facilitate informational exchanges among systems in the area, and could develop innovative pilot programs meeting some specific needs of the schools in each area.

In working with the Division of Research and Data Systems, the regional centers could deliver services directly to school systems that assessment shows are clearly

deficient in providing the services fundamental to student achievement. The centers could also assist schools in organizing their annual reports to the Departments, could work on programs of school system accountability with respect to these reports, and could assist school systems with state-wide assessment programs.

The establishment of a Greater Boston Regional Service Center would respond to the needs of that metropolitan area, especially as they concern inner-city students. Collaboration among the some 100 systems in the Greater Boston area could do much to advance equality of educational opportunity, promote the concept of integration in education, facilitate collaboration to reduce educational costs, work closely with the already existing cooperative programs in the area (such as METCO, school volunteers, and the Title III programs), and much more.

The recommendation of new and improved regional service centers is designed to bring the Department closer to the schools and students and to provide school systems with some services directly related to student achievement. The centers can respond to specific school needs and, in so doing, can emphasize the leadership-service role of the Department rather than its regulatory function. They can promote the concept that state-local system cooperation is the best means for advancing quality in education and equality of educational opportunity.

RECOMMENDATION #5

A program should be launched under the aegis of the Department calling for the establishment of educational goals for Massachusetts students, assessment of student achievement with respect to goals, evaluation of schools, and accountability by educators and educational decision makers to the publics they serve for their performance with respect to students.

Goals, assessment, evaluation, and accountability are all interrelated and are essential to any attempt by the Department to advance the quality of education in the Commonwealth. The program that we recommend depends upon our other recommendations--improving the quality of professional personnel in the Department; improving the Department's internal operations; emphasis on leadership and services and less stress on regulation; and a pattern for more effective delivery of services to school systems. Appendix A to this Chapter treats these issues in greater detail.

A. Goals

Seneca, the Roman philosopher, reminds us that if we do not know to which port we are sailing, no wind is favorable. Educational goals are essential in providing direction and ideals for our efforts, in determining strategies for striving toward goals, and in serving as guidelines for measuring what we are doing to, for, and with the young people in the schools.

We are convinced that the principal goal of each school and each school system should be an increase in the potential of every student in each of five interrelated areas of educational quality: human quality, quality of skills, quality of knowledge, learning quality, and civic quality. Far too many school systems concentrate almost entirely on goals of knowledge and skills. While we agree on the importance of these two components of educational quality, we feel that the quality of the person, the quality of learning, and civic quality are equally important, especially if the young people of today are successfully to meet the challenges and responsibilities of tomorrow. We place special stress on quality of learning, because it emphasizes the capacity of today's students to adapt to tomorrow and to keep on learning.

The National Assessment Program has set forth goals in several areas of education and is developing goals for all dimensions of education. Pennsylvania, Colorado, and several other states have by various means established educational goals for their students, and we feel that this can and must be done in Massachusetts. We consider it urgent that the Department and its advisers should take initiative in developing viable goals for our students.

B. Assessment of Student Performance with Respect to Goals

If we can develop a consensus with respect to educational goals, we must assess how students progress toward those goals. We need a state-wide assessment program along the lines developed by a number of other states, such as Vermont, Colorado, New York, and Pennsylvania. The National Assessment Program can be of great assistance to Massachusetts in this respect. A full assessment program must await articulation of goals for the Commonwealth and a broader evaluation of what school services appear to advance students toward goals and what school services, conditions, and processes appear to impede student performance. We do recommend, however, a pilot assessment program on a limited state-wide basis dealing with bodies of knowledge and basic skills that can be measured and compared as among a random selection of school systems in Massachusetts. We propose that the Division of Research and Data Systems organize such a pilot program, with the assistance of a special task force on student assessment.

C. Evaluation of Schools

As part of this program, evaluation of school services, conditions, and processes that appear to advance student achievement and those that impede student achievement is required. We have already suggested in Part B of Recommendation #3 that immediate steps be taken to compile an inventory of research data on positive and negative school services and that this be launched under the aegis of the Division of Research and Data Systems. We hold, parenthetically, unlike James Coleman and his associates, that the school makes a very significant impact on student achievement and values.

For instance, there are important data on the effectiveness of differentiated staffing (efficient use of teachers and paraprofessionals) as related to student achievement. We know that the expansion of performance contracting (educational agencies and publishers contracting with school systems to prove the efficacy of their programs for advancing student achievement) indicates that certain inputs into school systems can improve student performance substantially. Many studies are available to prove what does work and what does not in school services, conditions, and processes; and we are derelict in our duties as professional educators if we do not draw upon this considerable research and experience to make our schools more serviceable to students. Again, we note that a number of forward-looking states are moving in this direction, and we strongly recommend that Massachusetts do the same.

D. Accountability

Accountability means that those responsible for making decisions regarding students in the schools give an accounting for those decisions to the publics that they serve, including the students themselves. The purpose of accountability is to increase the likelihood that educational decision makers, especially school officials and teachers, are indeed taking measures to advance quality of education for their students and are not performing in such a way as to impair the capacity of students to advance toward educational goals. Accountability also, we feel, will not only lead to better education for students but will help to reduce educational costs.

If we have a set of viable educational goals, an effective program of assessing student performance, and solid evaluation of positive and negative school services, conditions, and processes, we certainly have the foundations for accountability procedures. We accordingly recommend that the reports which school systems are obliged to submit each year to the Department contain data essential to student assessment and school evaluation and that such reports include programs from all

schools in the locality, public and nonpublic. In this way, school systems must account to the Department for what they are and are not doing with respect to student performance and achievement, and the Department will have the data it needs better to serve systems that demonstrably are deficient. Through the regional service centers, the Department can therefore help to provide deficient systems with the services they need to advance students toward state-wide educational goals.

We also recommend that each school system write its annual report in layman's language and submit it to the audiences the system serves at the local level--citizens and taxpayers, parents of students, and the students themselves. We urge that local educational collaboratives be formed to consider and discuss the local reports so that accountability is not only a school-system-to-the-state proposition.

The entire program set forth in this recommendation is based on the proposition--validated by existing studies and data--that life opportunities and options of students rest on how they achieve in the schools, and that achievement, in turn, is based on the quality of school services. There is much we know in all of these areas, and we firmly recommend that the Department and those supporting it take action to implement the suggested program as soon as possible. We are convinced that quality in education for students can be advanced in this manner, that educational costs can be reduced, and that the broader public, including students, can participate in a meaningful way in improving the entire process of education.

The recommendations submitted above clearly are interrelated, with the top priority recommendation calling for flexible authority by the Department to employ, retain, and promote professional educators of quality. Together, the recommendations comprise a broader design or plan for building upon the Willis-Harrington legislation of 1965 and for providing Commissioner Sullivan and the new Secretary for Educational Affairs with the tools necessary to strengthen the Department and to promote quality of education for the Commonwealth's students.

Appendix A

On Quality in Education

The recommendations we submit in this study of the Massachusetts Department of Education are all aimed toward better equipping the Department to advance equality of educational opportunity and quality of education for Massachusetts school students. Because we feel that "quality" in education is too often a slogan (such as "relevance" and "accountability") we are including in our study this essay on quality in education. We believe that it is most important that educators and interested citizens should give serious consideration to what quality in education is and should be, and this essay is designed accordingly to contribute toward dialogues and discussions on these vital matters.

Furthermore, if we are to determine which school services and processes actually can advance student achievement, if we are seriously to evaluate school services and assess student performance, and if we are to launch accountability programs based on relating those services and processes to student achievement, we must give more thoughtful consideration to what quality in education is and is not. Therefore this essay is particularly relevant to our recommendations of services and processes the Department might provide to Massachusetts schools and students, how those services and processes might better be delivered, and how accountability programs might be built around educational goals and means dealing with quality.

Schools, then, are for students. What takes place in the schools may help students to achieve, may impede their achievement, or may do both. If we really believe that schools are for students, however, we must develop viable and significant relationships between what we want schools to do for students and ways of advancing them toward broad goals. It is crucial to develop specific educational objectives for those goals, provide school processes and services which can advance students toward the objectives and goals, and measure and evaluate all steps of this sequence.

The basic proposition of this essay is that five dimensions of educational quality can serve as significant goals, that educational objectives emerging from the goals can be identified, that by improving and delivering school services and processes of quality we can elevate levels of student achievement and significantly advance students toward specific objectives and the broader goals. The quality of education students receive in the schools directly affects their life opportunities and options and also the nation and world in which they live. Therefore, it is imperative that quality in education receive prime consideration in any deliberation about the entire process of education in our schools. A diagram outlining the structure of this essay is on the next page.

SEQUENCE FOR QUALITY IN EDUCATION

GOALS (to increase student potential in . . .)	OBJECTIVES	SCHOOL SERVICES AND PROCESSES	Grades
			K
			1
		Services	
		teachers	2
	Cognitive	instructional resources	3
Human Quality		curriculum	4
Quality of Skills		facilities	
	Affective	etc.	5
Quality of Knowledge			
Life Opportunities and Options ← Learning Quality		Processes	6
		teaching-learning	
		individualized instruction	7
Civic Quality	Psychomotor	flexible scheduling	8
		class levels	9
		etc.	10
			11
			12

Student as Input

The educational sequence presented in this essay deals with broad goals, specific objectives emanating from the goals, school services and processes which will help to advance students toward the objectives and to increase their potential in the five areas of educational quality. All of this is necessary if we are to have quality of education and expanded life opportunities and options for students. To know how well this sequence is operating, we must constantly evaluate school services and processes and measure student achievement and advancement toward objectives and goals. We call for all educational decision makers to provide an accounting of how their decisions relate to providing services and processes which will increase the likelihood of quality in education.

In this essay, we advance definitions for five dimensions of educational quality: human quality, quality of skills, quality of knowledge, learning quality, and civic quality. These five dimensions of quality we propose as goals. Specific educational objectives which emanate from these components of educational quality are appraised, and some school services and processes which demonstrably advance student achievement toward goals are identified. Among school services are teachers, instructional resources, curriculum, facilities, and administration, while school processes include the teaching-learning process, patterns of instruction, schedules, class levels, and many others. We then consider measurement of student progress and evaluation of school services and processes as means for judging the relationship between the process of education in the school and student advancement toward goals of educational quality.

Our concern is, therefore, with goals, school services and processes, and measurement and evaluation as the essential and interrelated ingredients of quality in education. None properly can exist without the others. We emphasize the capacity and potential of the school for advancing students toward goals of quality and thus toward expanding life opportunities and options. We take issue with those who claim that the socioeconomic status of the student and other out-of-school factors and forces are practically the exclusive determinants of student achievement. We appraise the implications of this essay for the Massachusetts Department of Education and for leadership and services by the Department with respect to Massachusetts students and schools. Finally, we point to the need for accountability by educational decision makers to the publics they serve, including students, on what they are or are not doing to advance quality of education in the schools.

An annotated bibliography accompanies this essay. It contains citations for all references in the essay, for studies relevant to each section of the essay, and for specific studies, projects, and organizations concerned with the dimensions of quality in education set forth in the essay.

I. Goals for Quality in Education

Quality of education is the prime goal of the process of education in the schools. Specifically, we hold that the principal goal of each school and each school system should be to increase the potential of every student in each of five interrelated areas of educational quality: human quality, quality of skills, quality of knowledge, learning quality, and civic quality.

A. The Dimensions of Educational Quality

The quality of the human being is enhanced through a positive self-concept and by physical and mental good health. Quality of social well-being is also the

person's sense of being comfortable with others and a sensitivity and empathy with respect to others. Human quality also deals with the sexual and environmental dimensions of life.

Skills include reading, writing, speaking, hearing, computation, and physical facility. Vocational, musical, listening, linguistic, and information-finding skills are also fundamental. Quality of skills thus means the capacity of the person to be effective in the exercise of these skills so that he may learn and know and thereby may be an effective person in his society. Clearly, basic skills must be mastered early in life and constantly be expanded and improved during the course of public school education.

Knowledge we take to be bodies of information about man and society, past and present, and the content of the academic disciplines, including the humanities, mathematics, the sciences, philosophy, aesthetics and many others. Quality of knowledge is knowing about that which is important and relevant to one's upward educational mobility, to one's profession or vocation, to human and civic efficacy, to family life and leisure time, to the general advancement of one's life opportunities and options, and to the society at large.

Learning is one's receiving bodies of knowledge and information about practically anything, giving this some order and judgment through the processes of the mind, and retaining some of it for use through the motor system of the body. The quality of learning is concerned with initiative in discovering knowledge as well as receiving it from others, giving sober reflection and critical judgment to what the senses receive, systematically ordering and conceptualizing that knowledge, rejoicing in the processes of learning and in the innate curiosity of the human being, continuing to want to learn, and using learning to change and to adapt to change. Skills, knowledge, and learning are intertwined in many ways. Skills are the means to acquire knowledge or content, while learning is a process that gives coherence and meaning to what is acquired and to how it is used.

The civic dimension of the person is concerned with the rights and duties of citizenship which he enjoys and enacts in society. Civic quality is concerned with the "effective" citizen. He respects and abides by the law, participates in an enlightened manner in shaping or changing that law, pursues the ideals of democratic human relations, exercises responsibility*. He is loyal to his nation, but he also earnestly seeks to bring the realities of that nation closer to its ideals.

B. A Rationale for Quality Goals

A rationale for what we have said thus far is in order and may be set forth in four points. In the first place, goals are vital to progress in education. Secondly, although our dimensions of educational quality are not absolute, we note that many

* The sixth line from the bottom of this page is incomplete. It should read as follows:

human relations, exercises responsibility for his economic and social behavior, and displays a healthy altruism for those who do not or cannot exercise that responsibility.

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judgments are constantly being made about educational quality, and thus we claim an equal right to present our goals and to encourage a dialogue amony many on their validity and utility. In the third place, the role of the school and educators in helping young people to increase their potential in advancing toward goals is preferable to homogeneous classes and to measuring student advancement on a standardized and often national basis. Finally, given what we think we know about the future of man and society, the quality of learning deserves major emphasis.

1. The Value of Goals in Education

Seneca, the Roman philosopher, reminds us that if we do not know to which port we are sailing, no wind is favorable. Goals are essential in providing ideals for our efforts, in determing strategies in getting to where we want to go, and in measuring and evaluating what we are doing to, for, and with young people in the schools.

Goals are ideals in a sense. We may never attain them, as Plato noted, but without them, we lack vision, hope, and a positive approach to whatever we are doing. Plato acknowledged that perhaps his ideal of a philosopher king might never be realized, but is it not far better to have a vision of an ideal and to strive toward it than to have no goal at all? Secondly, goals are necessary if we are to determine effective strategies in education, or means toward ends. If we really believe, for instance, that a desirable goal is to increase the student's potential in terms of his civic quality, and if one component of civic quality is democratic human relations, then a series of strategies through the process of education suggest themselves in advancing the student toward the goal. We can identify school processes and services which decrease the likelihood of student progress in democratic human relations. Finally, without goals, we can establish no reliable measures with respect to student progress. As students are engaged in the teaching-learning process and as they advance up the grades in the schools, presumably we are taking them somewhere, but toward what, and how do we know? Goals, both in their idealistic and practical dimensions, sensible strategies as means toward ends, and reasonably reliable measures--all are vital to quality in education.

2. Judgments About Educational Goals and Quality

The general purposes of education have long eluded precise definition, and perhaps this is as it should be. Aristotle offered words of wisdom on this subject more than two thousand years ago:

> All people do not agree in those things that a child should be taught, both with respect to improvement in virtue and a happy life; nor is it clear whether the object of it should be to improve the reason or rectify the morals. From the present mode of education, we cannot determine with certainty to which men incline, whether to instruct the child in what will be useful to him in life, or what is excellent, for all of these things have their separate defenders.

The goals for educational quality we articulate, of course, are another statement on this important matter. We trust that they may contribute toward a more meaningful dialogue on goals, and thus on strategies or school processes and services, and how student achievement toward educational goals might better be measured.

Some might claim that it is presumptuous for anyone to talk about "goals." The fact remains that each day and year, countless judgments are being made about educational quality and how students are or are not advancing toward goals. Directly or indirectly, we delegate to many others authority to establish educational goals and define educational quality.

In our schools, teachers make almost countless decisions about goals and student achievement as they constantly grade student progress toward some explicit or implicit goal. Frequently, it is difficult to discover what goals teachers and schools have as criteria for educational strategies and, therefore, measurement of student achievement. What does a B in an eleventh-grade course in United States history actually mean as compared with what standards and norms and with respect to what objectives for that course? There are many other kinds of questions one could raise about the millions of judgments, made throughout the academic year by teachers and schools, with respect to educational quality and student progress toward whatever goals for quality are assumed, if any at all.

Of equal significance is the fact that we live in a credentials society permeated by a procedure for testing students as they progress (or do not progress) toward attaining diplomas and degrees viewed as necessary for successful entry into higher levels of education and the professional and vocational world. A great variety of standardized tests (other than tests by teachers in the schools) confronts the student from kindergarten through grade 12. Among the most important insofar as most educators and parents are concerned are those administered by the College Entrance Examination Board, which have basic influence on admission to college. In many instances, the blue ribbons of excellence in American education are pinned on those school systems whose students perform very well on the "college boards." Thus such schools appear to be successful in helping students to progress toward the principal goal--admission to college. For many schools, this is the prime goal, and all other goals take a back seat, as do school services and programs which are not oriented toward equipping students with bodies of knowledge and skills necessary to perform well in the testing process.

We seriously question any school system's developing educational strategies almost solely oriented toward college admission. Education is a process; it should be one which will advance students toward higher levels of learning, whether through formal education or by their own efforts outside of educational institutions. We do not question the value of higher education. Our main complaint is that quality

of education in America is almost exclusively associated with procedures designed to get students into institutions of higher learning, and these procedures revolve around accumulating bodies of knowledge and educational skills that will have some kind of regurgitative magic upon the occasion of testing.

Emphasis on knowledge and skills as means to ends thus disregards to an appreciable degree the human quality of the individual student, his learning quality, and his civic quality as well. These other components of educational quality, while often identified by schools as educational goals, are generally not supported by effective school services and programs designed to advance students toward them, and students are almost never evaluated in terms of how they are advancing toward such goals.

We hold, then, that the many judgments about educational goals and quality education in this nation leave much to be desired. We agree with this statement of the broad Pennsylvania project on quality and means toward quality objectives, that any school program and evaluation of that program "which does not assess personal and social as well as mental growth is deficient as a basis for determining whether or not the program in any school district is educationally adequate." Although the goals we present may have shortcomings, at least they deal with the student as a whole person, and they are relevant for all kinds of students.

3. Increasing the Potential of the Student

Because of physical or mental maladjustments, about five percent of American students cannot participate effectively in normal educational institutions. The rest, however, have a basic potential which the process of education can increase with respect to achievement, providing those conducting that process are effective and dedicated and really believe that all students can achieve well.

Increasing the potential of students can mean many things. For us, it means that each student is an individual and that his achievement should not always be appraised in terms of a comparison with other students in his school or (according to nationwide standardized tests) with all other students in the United States. We thus refer to increasing a student's potential to progress toward increasingly high levels of achievement in terms of the dimensions of educational quality we set forth above and not in terms of how well a student tests vis-à-vis others.

"Increasing potential" of students also means that we de-emphasize minimum standards of educational quality. We vastly prefer to aim for the skies. For instance, we often read about the need to expand educational opportunity for students. However, "equality" may be at different levels, and often minimum standards for "equality" may have little to do with quality as such. We agree with Harold Howe, who calls "not for equal education but better than equal," although we also hold that all our students have the right to equal access to educational opportunity and quality education.

For those who might question the concept of increasing the potential of each student, or maximizing one's capacity in education, we turn to words by John Gardner. In education, "we wish each one to achieve the promise that is in him. . . . education is essential not only to individual fulfillment but to the vitality of our national life." Will French notes that "education should help each young person realize his fullest possibilities . . . for youth to become all that is within them to be . . . (and) to become and not merely be." The eminent educator, Ralph Tyler, recently wrote that:

> . . . for the individual child, education was to provide the opportunity to realize his potential and to become a constructive and happy person in the station of life which he would occupy because of his birth and ability. . . . Today, these remain two of the educational functions of our schools, recognized by the public generally and firmly embedded in our thinking in light of changed social conditions, new knowledge, and prevailing attitudes of the times. The goal of individual self-realization is even more necessary for the schools to stress in our mass society where economic, political and social demands are frequently heard more distinctly than the demands of the individual. . . .

This assumes, of course, that educators will respect the fact that all students have potential. In many tragic cases, teachers and schools damage and then kill the natural curiosity of children and their innate desire to discover, to imitate, and to learn. It is for the schools and the people within them to develop that potential of curiosity and quest for discovery, to nurture the profound potential in all people, young and old, and to join with the out-of-school world in advancing students toward all domains of quality education.

Finally, the possible potential of some students does not always come out well in the kinds of testing apparatus presently available and used in the schools. Let us remember the marvelous perception of learning given to us by Thoreau: "If a man does not keep pace with his companions, perhaps it is because he hears a different drummer." All children hear different drummers, but for too long we have assumed that the classroom teacher can be the same drummer for all his students. More and more data tell us that students learn better if they have options to hear their own drummers. Is this not better than a teacher's seeking to "drum" it all into the entire class and being successful only with those who "dig" the drummer?

This is particularly true with regard to the standardized testing process. Some students can cope with it and toss back what is easy for them to recall. Are they better learners than others who, for instance, are more careful and patient

learners? What about students whose facility for taking tests is not well-honed or whose capacity to shine is in other areas of ability, such as human or civic quality? Is "potential" shown only in knowledge recall and skills, upon which all the testing concentrates? We believe that it is not.

4. The Quality of Learning

As we look into the 1970's and beyond, quality of learning as an educational goal increases in importance. We highly value human quality, the quality of skills, and civic quality; however, when it comes to comparing the accumulation of knowledge with the facility for learning--and for continuing to learn--the latter becomes much more important.

Long ago, Henry Adams said that "they know enough who know how to learn." John Gardner feels that "all too often, we are giving our young people cut flowers when we should be teaching them to grow their own plants." Jerome Bruner reminds us that "the first objective of any act of learning . . . is that it should serve us in the future. Learning should not only take us somewhere. It should allow us later to go further more easily."

This becomes all the more relevant as we view the years ahead. In A. D. 2,000, today's first-grader will be 34 years old, and today's twelfth-grader will be 48. One authority notes that:

> . . . thirty years from now our youngsters will be molding and making a century which we today can barely imagine, much less understand. They will be processing information yet to be developed. They will be solving problems yet to be defined. They will be facing challenges yet to be conceived.

All projections for the future--those dealing with population, science and technology, urbanization, race relations, international affairs, and many others--point toward a world that we can only guess at today. In our own youth, we thrilled at Buck Rogers in the twenty-fifth century, but now we realize that Buck will (almost, has!) come some five hundred years early. For too long, we have assumed that learning ends where formal education ends. If the process of education is to have any value at all, it must help young people in the schools to learn, to keep on learning, and to want to keep on learning. George R. Rogers puts it this way:

> Teaching and the imparting of knowledge make sense in an unchanging environment. This is why it has been an unquestioned function for centuries. But if there is one truth about modern man, it is that he lives in an environment which is continually changing.

> We are . . . faced with an entirely new situation in education where the goal of education, if we are to survive, is the facilitation of change and learning. The only man who is educated is the man who has learned how to learn; the man who has learned how to adapt and change; the man who has realized that no knowledge is secure, that only the process of seeking knowledge gives a basis for security. . . .
>
> I see the facilitation of learning as the aim of education, the way in which we might develop the learning of man, the way in which we can learn to live as individuals in process. I see the facilitation of learning as the function which may hold constructive, tentative, changing process answers to some of the deepest perplexities which beset man today.

That which we call knowledge--facts, data, statistics, formulae, and dates--doubles about every ten years. One authority has noted that "there is about one hundred times as much to know now (1966) as was available in 1900; by the year 2,000 there will be over a thousand times as much knowledge." Today, some 100,000 educational journals are being published in more than 60 languages, and this may be expected to double by 1985. One does not question the value of what we call knowledge or facts, but the school cannot expect the student to absorb this quantity of knowledge. The school can, however, help to equip the student to grasp the basic structure and concepts of this knowledge, the ways in which such structure and concepts can serve as foundations for learning, and how to relate new bodies of knowledge to these foundations, and how to put all of this to productive use in the years ahead.

New bodies of knowledge replace many other categories of knowledge. In 1980, for instance, about half the workers in the United States will be at jobs that do not exist today. Although many kinds of facts and statistics about social and civic life will be as enduring and as necessary as they always have been through the recorded history of mankind, other bodies of knowledge that have little or no value for the rapidly changing world of today and tomorrow may well have little place in the process of education. A recent study sponsored by the Association for Supervision and Curriculum Development declares that "learning goes beyond memorization and basic skills, such as changes in self-concept and mental functioning and development of attitudes and values." The University of Illinois Committee on Student Mathematics points out that present ninth-grade algebra courses are designed for students who will go on to take calculus, but only about 20% of the nation's junior high school students enter fields where calculus is needed. It is the uses to which knowledge is put that count. Clifford F. S. Bebell declares that "if there is to be any conflict between the acquisition of knowledge and the development of attitudes and habits for effective uses of knowledge, the latter must take precedence over the former."

Thus we emphasize the quality of learning as a key educational goal of quality. Learning is a process, and we have learned much about this process that should have prime emphasis in the school. Through a reassessment of the concepts of the various disciplines and skills that normally are found in the curriculum, we may foster a process of learning which can help the student to learn more, and earlier in his life, to be a more effective learner, to be pleased with his discovered capacity to learn, and to continue to learn after he receives some kind of reward or credential. Unless he keeps on learning and keeps on adapting to the uncharted changes that will characterize the future (and helps to bring about change himself), his professional or vocational efficacy will be greatly limited, his civic opportunities stifled, and his life opportunities and options much reduced. Alfred North Whitehead once said that "knowledge isn't just having the dignity that goes with possession. It all depends on who has knowledge and what he does with it." The joining of relevant knowledge with the capacity and desire to learn and to keep on learning will increasingly be the central mission of education.

Perhaps our articulation of five interrelated dimensions of educational quality does not require this rationale; we submit, however, that the four points above are forceful reminders that goals are essential in any discussion of quality in education. Our principal point is that quality is not limited to knowledge and skills. We must give serious consideration to all of the five dimensions of educational quality and then examine carefully what we can do and what we should avoid in helping students to advance toward these goals.

II. Objectives for Quality in Education

An "objective" is a specific and measurable output which is the result of what school services and processes do with, to, and for students. Specific objectives are identifiable and generally measurable steps toward the overarching goal of educational quality which we view as having five dimensions. Three basic objectives are as follows: cognitive, or knowledge; affective, or values and attitudes; and psychomotor, or overt behavior. "Knowing about," "feeling toward," and merging "knowing" and "feeling" into human behavior are objectives and outputs of education.

It would be presumptuous of us to spell out in any detail the things students should know, value, and how they translate knowing and valuing into overt behavior. This vital task must be performed by educators in the schools and in educational agencies, and we suggest that there are many contributions students can make toward an articulation of objectives. We shall, in Section III of this essay, set forth some school services and processes which appear likely to advance students toward objectives and goals. All of this is part of the sequence of quality education we present in this essay, and an example of this sequence is as follows.

Civic quality is a goal. One dimension of civic quality is democratic human relations. In terms of educational objectives, we should like to have students know about the richness of cultural diversity in the United States (cognitive); value that diversity and have favorable and nonprejudicial attitudes toward members of groups other than their own (affective); and overtly behave in a sensitive, empathic, and nondiscriminatory manner toward other human beings (psychomotor). We know that all students will not reach the high expectations of this goal or the three dimensions of educational objectives with respect to the goal of democratic human relations. We can, nevertheless, aim upward rather than set minimum standards for these objectives, and we must do so. Measurement provides indications of how students are progressing toward the objectives and the goals, and the desired output would be increasing the student's potential with respect to the objectives and the goal of civic quality.

Furthermore, we can identify specific school services and processes which can advance students toward objectives, and we certainly can point to school services and processes which impede student progress in this area. We shall return to this point in our section on student services and processes.

Clearly, the objectives we suggest for the goal of civic quality, and thus of democratic human relations, may not meet with approval by others. All we are saying here is that the cognitive, affective, and psychomotor objectives should be associated with each goal, and that school systems, the State Department of Education, attentive members of the public, and students should assume the responsibility for establishing specific objectives, and for different grade levels. To put the matter another way, what bodies of knowledge, what attitudes and values, and what behavioral characteristics do school systems wish to have for their students in terms of educational outputs? Are these outputs related to the five dimensions of educational quality? Has student potential for advancing toward goals really been advanced through the process of education? These are the kinds of questions we think educators and educational decision makers should properly ask and should answer as carefully as they can.

III. School Services and Processes

School services and processes together determine how the school advances or retards student progress toward objectives and goals. School services include teachers, instructional materials, curriculum, administration, libraries, guidance and counseling, physical facilities, educational technology, audio-visuals and other media, paraprofessionals and other aides, health and physical education services, and others.

School processes include the classroom teaching-learning process, or interactions between teachers and students, and such components of this process as

individualized instruction, engagement of the student in the classroom process, seminars, independent study programs, team teaching, differentiated staffing, and flexible grouping. Other school processes are modular scheduling, tracking, nongraded groupings or levels, nongraded marks, cocurricular activities, special education, the community school concept, and relating the teaching-learning process to out-of-school educational processes. There are, of course, many interrelationships between and among services and processes.

The sequence presented in this study relates life opportunities and options to educational goals and objectives and suggests that school services and processes of genuine quality can advance students toward objectives and goals and thus expand student life opportunities and options. A study by James Guthrie and associates, entitled Schools and Inequality, develops this sequence in some detail and cites extensive data with respect to the links among the segments of the sequence. The authors point to the vast inequities in American life which are largely attributable to the differences in school services students receive and consequent variations in student achievement and life opportunities. They also provide data which show that disadvantaged students receive inadequate services and thus do not achieve well. As adults, these students suffer from poor life opportunities and have children who go through the same cycle. On the other hand, students from advantaged environments have better services, achieve well, and have more life opportunities, and their children are generally privileged to repeat their parents' cycle. The reason for this obviously is that socially and economically advantaged students tend to live in communities or parts of communities which can afford better school services and processes, while the reverse is true for disadvantaged students. Unless poor students in poor schools are bussed to affluent schools, they must contend with the inadequate education delivered to them by the schools they attend. Therefore, the schools and the services and processes in the schools substantially contribute toward determining student achievement and life opportunities. Inequities of educational opportunity result in an economic and social polarization in our society, and this is a situation we no longer should tolerate.

Many recommend various kinds of school-aid formulas which will enable more state funding for economically and socially disadvantaged communities or parts of communities. But "more money" will not make the real or only difference. What will count is installation of school services and processes that are likely to advance student achievement toward objectives and goals, and (on the other side of the coin) reduction and elimination of school services and processes which demonstrably impede achievement.

School systems can and do spend money foolishly. Many have incredibly bad business practices. Large sums spent on band uniforms and for laundering basketball uniforms, for example, may produce very little in the way of student achievement. We propose that money be allocated to disadvantaged school systems for buying

and delivering school services and processes of quality. This is where we can effectively intervene in the cycle of student socioeconomic status--school services and processes--student achievement--life opportunities--socioeconomic status--and so on.

What school services and processes advance student achievement, and what services and processes impede that achievement? In the next section of this essay, we comment on evaluation of services and processes and on measurement of student achievement. Before we turn to these matters, let us provide some findings about what appears to count and what impedes student achievement. We acknowledge the fact that there is very much we do not know about relationships between services and processes on the one hand and achievement on the other. We claim, however, that the school does and can make a critical difference with respect to student achievement, and that unless we uplift the quality of school services and processes, the life cycle for the disadvantaged will not substantially change. We respond in Section V of this essay to those who claim that the school makes little or no difference at all.

Before we turn to specific services and processes, we must add this note. No claim is being made that school services and processes that appear to advance student achievement will work for all students. We return to Thoreau's point about people's hearing "different drummers." For too long, students have been boxed in and homogenized in the educational process. They are treated for the most part not as individuals but as "the class." The lawyer, doctor, architect, and other professional people tailor their diagnoses and services to individual needs, and it is about time that educators should do the same. What may work for one may not work for all, and vice versa.

A. School Services Which Advance Student Achievement

1. Teachers

The most important "service" the school can provide to promote student achievement is the well-educated, sensitive, empathic, articulate, up-to-date, and well-paid teacher. "Well-educated" means having a liberal education buttressed with relevant programs in methodology. Characteristics of sensitivity and empathy refer to teachers' relating to their students as human beings and not as digits. Articulation or verbal ability is essential, as is keeping abreast of one's professional field and developments and innovations in the teaching profession. A sense of humor, ability to relate with all kinds of people, an "open-door" policy for students, and many other variables could be added.

The study by Guthrie and associates (Schools and Inequality) provides extensive data for these observations, especially as they relate to pupil performance. We especially refer the reader to Chapter Four, "School Services and Pupil Performance," and we quote from some conclusions the authors drew from their extensive inquiries:

In the preceding section we reviewed seventeen studies which deal with the effectiveness of school service components. These investigations have been conducted using a variety of sample subjects, input and output measures, and controls for what are commonly presumed to be out-of-school influences upon pupil performance.

From an inspection of these digested results it is evident that there is a substantial degree of consistency in the studies' findings. The strongest findings by far are those which relate to the number and quality of the professional staff, particularly teachers. Fourteen of the studies we reviewed found teacher characteristics, such as verbal ability, amount of experience, salary level, amount and type of academic preparation, degree level, and employment status (tenured or non-tenured) to be significantly associated with one or more measures of pupil performance.

> In order for school staff to have an effect upon students, however, it is necessary that students have some access to such persons. And, indeed, we also found that student performance was related to some degree to contact frequency with or proximity to professional staff.

The authors also note that in the Coleman study, "the most significant school service variable in explaining student achievement (measured by a vocabulary test) was a teacher characteristic, the teacher's verbal ability."

2. Teaching

It is not only the teacher himself that is basic but what he does to, with, and for students in the classroom teaching-learning process. Engaging students in the teaching-learning process, individualizing instruction, creating relevant learning situations for students, and flexibility in testing students--all are supported by data which say that these teaching methods advance achievement significantly. Participation in the teaching-learning process helps the student to learn better and probably to learn more. A number of studies have been conducted which show that the teacher's expecting students to succeed and achieve academically generally will improve student performance. Certainly individualization of instruction and expectations for success have almost obvious correlations with developing a positive self-concept in students.

The bibliographical section to this essay lists a number of projects that demonstrate student achievement as the result of individualized instruction, student participation, and other desirable teaching factors cited above. We also include considerable information on evaluating teachers and teaching.

3. Other Services and Processes

Guthrie and associates provide data showing that "components such as age of school building, adequacy and extent of physical facilities for instruction also are significantly linked to increments in scales of pupil performance. . . . we find that measures such as expenditures per pupil and teachers' salary levels are correlated significantly with pupil achievement measures."

On the other hand, it must be made clear that data on correlating expenditures per pupil with "quality education" relate to what money buys (services and processes of quality) and not to expenditures in general. Some important studies also point to the fact that there is not necessarily a correlation between expenditures per pupil and pupil achievement. Again, we refer the reader to the bibliographical section of this essay for particulars about specific services and processes which appear successfully to advance student achievement.

B. School Services Adversely Affecting Student Achievement

In terms of school outputs, we can easily realize that for many students, school services are not effective means to advance achievement and thus life opportunities. Some negative indicators are low test scores, dropout rates, truancy, patterns of norm-violative behavior, and alienation evidenced in many forms. Although there are many out-of-school influences on young people that contribute substantially toward such outputs, what does the school do or not do to impair student achievement?

Many have written on this point. Jonathan Kozol's Death at an Early Age, Nat Hentoff's Our Children Are Dying, John Holt's Why Children Fail, Herbert Kohl's 36 Children, and James Herndon's The Way It Spozed To Be are only some of the testimonies to the failure of school services to advance students in any of the dimensions of educational quality. A very recent book on this theme is by Jim Haskins, Diary of a Harlem School Teacher (New York: Grove Press, 1970). The New York Times review of this book (February 8, 1970) says that Haskins's testimony reads like Poe's Journal of the Plague Year. In a three-part series, entitled "Murder in the Classroom," in the July, August, and September (1970) issues of Atlantic, Charles E. Silberman documents for us again school services and processes that appear almost designed to develop a negative self-concept in high school students, to retard student performance, and to reduce an individual's valuing formal education at all. Parenthetically, if schools do such damage to students (and in many instances they do), how can one hold that the school has so little influence on students independent of their socioeconomic status or environment?

Research indicates that the teacher is the most important school "service" affecting student advancement. This being so, probably the wrong kind of teacher and teaching likewise can be the most critical factor in obstructing achievement. Negative teacher characteristics include not expecting students to achieve and various other contributions toward students' negative self-concept; bigotry, insensitivity, and lack of compassion and empathy; and considering the class as a homogenous entity rather than seeking to individualize instruction as much as possible. Further, if student participation in the teaching-learning process appears to advance student achievement, the teacher who lectures all the time and cuts students off from activity in many ways is hardly one aiding student performance.

It has been shown that various aspects of a school system and instructional resources do much to damage children. (Citations on these studies are in the bibliography to this essay.) A perusal of some fairly recent studies confirms this point. A 21-member National Advisory Committee on Dyslexia and Related Reading Disorders reports that 8,000,000 children now in school will not learn to read adequately, and one child in seven is handicapped in this area. Instructional television is falling far short of promise, and serious questions should be raised about investing vast sums in instructional programs which are of dubious value in promoting student achievement. A recent study, headed by former U. S. Commissioner of Education Sterling M. McMurrin, also gave instructional technology very low grades. Studies with respect to instructional materials in the area of intergroup relations point up many errors of omission and commission in treating the race issue in the social studies. If, in other words, advancing democratic human relations through the teaching-learning process is an objective, then we can document severe shortcomings in present school practice.

Most states in this nation mandate the teaching of United States history and the values associated with democracy and the participatory society. A number of extensive research projects on the political socialization of the American student point out quite clearly that through present procedures and services the schools simply are not contributing toward the avowed goal of knowledge about and positive attitudes toward the United States. Studies by Jennings, Patrick, Hess, Ehman, and many others, most of which are independent of one another, confirm this fact. School services appear to be doing very little to advance student achievement in the area of civic quality. Data from the July, 1970, findings of the National Assessment Program in the area of citizenship education are shocking in this respect. Indeed, school vandalism costs in New York this past year were more than $3,000,000 and more than $2,000,000 in Los Angeles. These and other statistics show that something is drastically wrong in civic education in the schools, an area which nearly all school systems articulate as one of their major programs for students. Clearly, we are obliged to examine what is not working with respect to student advancement toward objectives and to take definite steps to curtail school services that are of service to no one.

C. Overview

We have not been specific with respect to services that can advance student achievement in each of our five dimensions of quality education. The reason for this is that we feel the determination of educational objectives, or the cognitive, affective, and psychomotor outputs we should like to develop in students as a result of "input" of school services and processes, should be determined by educators and educational agencies on a local or regional basis and not by state governments, the Federal government, or academics far removed from schools and students. We shall, however, take the liberty of discussing in further detail how school services and processes might advance student achievement and progress toward objectives and goals in the domain of civic quality. We noted on page 166 that a dimension of civic quality is democratic human relations and that there are fairly obvious cognitive, affective, and psychomotor objectives for students which should be the outcomes of certain school services and processes.

On the positive side, services and processes for advancing achievement toward objectives and increasing student potential in civic quality and efficacy include a teacher with sensitivity and empathy, a teacher who has a good knowledge of the black experience in American life, past and present, and a teacher who engages students in the teaching-learning process. Interactions among students, frank discussions in the classroom of problems and issues surrounding diversity, and individual and group student projects are means toward ends. Instructional materials that present a balanced picture of American life, past and present, are also necessary, as is support by the school's administration for educational programs in intergroup relations. Some claim that integrated schools are essential for education in democratic human relations, while others point to the need for bussing and redrawing of school district lines to foster integrated education. We agree, however, with Dr. Ewald B. Nyquist, distinguished Commissioner of Education of the State of New York, who points out:

> What, then, is integrated education? It is a series of experiences in which the child learns that he lives in a multi-racial society, in a multi-racial world which is largely non-white, non-democratic, and non-Christian, a world in which no race can choose to live apart in isolation or be quarantined by the rest. It is one that teaches him to judge individuals for what they are rather than by what group they belong to. From this viewpoint, he learns that differences among peoples are not as great as similarities, and that difference is a source of richness and value rather than a thing to be feared and denied. And these things can be taught in every classroom even where all children are of the same color, class, and creed. Integration thus can occur anywhere.

On the negative side, we have data which make it clear that textbooks in which Dick and Jane are colored light tan or which have pictures showing Dick and Jane slumming in the inner city make little or no difference, especially with inner-city black students, who identify far more with Cinderella than with antiseptic Dick and Jane. Perhaps it is the message and not the medium. The bigoted teacher who preaches, the teacher who says that race relations are not a problem and merit no attention in the classroom, and administrators who discriminate against black students, especially in categorically delegating them to bottom tracks in secondary education, hardly will advance students toward objectives for democratic human relations and toward civic quality. The same is true with textbooks that contain misstatements of fact about the black experience in American life and that have countless omissions with respect to that experience as well as the history and traditions of other minority groups. In brief, data point to services and processes aiding achievement with respect to objectives and goals, and to those that impede achievement and increasing student potential with respect to civic quality.

We stress again that school services and processes by themselves will never explain why some students achieve and why others do not. All we are claiming is that much can be done better to identify positive and negative school services and processes and with respect to various kinds of students in different school settings. There are almost countless variables in this exceedingly complex area. We believe the time has come for educators to be much more specific in relating services and processes to student achievement and thus to objectives and goals. Educational accountability makes this task imperative, as does the need to advance quality of education for students and to reduce substantially damaging inequities of educational opportunity.

IV. Evaluation and Measurement

Evaluation of the effectiveness of school services and processes and measurement of student achievement with respect to objectives and goals must both be improved if we are to identify what really works in advancing quality in education and what does not. Evaluation and measurement are obviously interrelated components of the process of finding out what we are or are not doing in education.

Evaluation and measurement are taking place all the time. Educators make judgments constantly with respect to school services and processes (hiring teachers, paying teachers, ordering textbooks, altering curriculum, and so on), and as we have noted above, students are constantly being measured by all kinds of tests. Our plea is for a vast improvement of evaluation and measurement so that the millions of judgments made each day on school services and processes may advance quality education for students.

We can measure many things by specific outcomes, such as the landing of an Apollo flight on the moon or business success through profits. We agree that evaluation and measurement with respect to school services and processes and student achievement as related to objectives and goals are much more difficult. We are a long way from knowing what we should know about relationships among services, processes, achievement, and goals, not to mention the impact on our educational sequence of out-of-school student life and environment.

Has not the time come, however, when we must bring together the multitude of data we have on positive and negative relationships between services and processes on the one hand and student achievement on the other, irrespective of what goals are articulated? Has not the time come to quit using the many difficulties inherent in evaluation and measurement as excuses for not finding what works and what does not? One wonders why educational researchers and the schools themselves have not given more attention to these matters than has been the case. Fortunately, considerable progress has been made in evaluation and measurement, and we cite this work below. Our purpose in this section, then, is to encourage more researchers and school systems to engage in evaluation and measurement projects and to draw upon some of the procedures and instruments set forth in this section for more effective evaluation and measurement.

A. Evaluation of School Services and Processes

Assessing the effectiveness of school services and processes must relate to their impact on student achievement and objectives and goals for that achievement. We usually assume that a basic goal for quality education is the student's entry into an institution of higher education and that the principal objective is high achievement (almost always in a cognitive sense) as evidenced by grades, class standing, and good performance on standardized testing. We do little to evaluate what school services and processes contribute toward high achievement and often assume that it is the out-of-school life and environment of the student that really give him the motivation and capacity to succeed in school.

We would prefer to alter this sequence in a number of ways. We thus suggest broad goals, specific objectives, qualitative services and processes related to objectives and goals, and constant evaluation of which services and processes work and which do not. Because we join other dimensions of educational quality with that of knowledge, clearly our concern with quality education is not confined to helping students to advance to higher education. Even if every high school student in the nation went on to college, national life would be of very low quality if we were not concerned with human quality and civic quality.

1. Colorado

Fortunately, there are currently several major projects which are concerned with the goals-objectives-school services-and-processes sequence. As far back as 1962, 11 educational goals were identified for Colorado public schools. During the past several years, the Colorado Department of Education has launched procedures to refine these goals, has sought information on how some students are advancing with respect to goals, and has developed pilot programs in specific academic areas in 31 school districts involving 62,000 students in grades 3, 6, 9, and 12 to explore more effective ways for promoting student achievement. California and Michigan, among others, are embarking on similar kinds of programs.

2. Pennsylvania

The Pennsylvania Educational Quality Assessment is perhaps the most ambitious state-wide program for translating our sequence into educational policy. Section 290. 1 of the Pennsylvania School District Reorganization Act of 1963 calls on the State Board of Education "to develop an evaluation procedure designed to measure objectively the adequacy and efficiency of the educational programs offered by the public schools of the Commonwealth . . . /to measure/ the achievements and performance of students pursuing all of the various subjects and courses comprising the curricula. . . ." Ten goals for quality education were specified, all of which are incorporated in the five components of quality education cited in this essay. It was decided to test fifth- and eleventh-graders on how well they were performing with respect to the stated objectives. Fifty elementary and 50 secondary schools were selected on a representative basis throughout the state, and within each school, 30 students were elected randomly for the measurement program. The 1968 publication of this project presents data which relate the factors and services relevant to student performance with respect to each of the ten goals.

The report sets forth the instruments used to test student achievement with respect to the specific goals. Findings with respect to achievement in one area (self-esteem and self-concept) are related to findings in other goal dimensions (skill facility, responsible citizenship, etc.). Ratio of staff per child, effectiveness of the teacher, level of student's previous learning, and relationships between socioeconomic levels and quality of school services--all have an important impact on achievement, but with variations in each goal category. In many cases, the child's socioeconomic status and the teacher's are vital factors at the fifth-grade level, while the peer group and school mores are more important at the eleventh-grade level. The research team points out at the end of Phase I of this extensive study that:

> . . . in many of the goal areas, less than half of differences in pupil achievement is accounted for by individual pupil factors. The indications are strong that school programs can make a difference. . . . with the completion of the first analysis of Phase I data, it is becoming apparent that school processes may have more of an effect on pupil achievement than all of the pupil, school, and community variables combined . . .

The major point is that a state has articulated goals for educational quality and has launched an extensive program designed to see what kinds of variables affect student achievement with respect to those goals. The objectives of the Pennsylvania Educational Quality Assessment is, as stated in the original legislation of 1963:

> to provide each school district with relevant comparative data to enable directors and administrators to more readily appraise educational performance and to effectuate without delay the strengthening of the district's educational program. Tests developed under the authority of this section /of the statute/ to be administered to pupils shall be used for the purpose of providing a uniform evaluation of each school district. . . . The State Board of Education shall devise performance standards upon completion of the evaluation procedure required by this section.

In other words, standards dealing with school services and processes will be developed if and when sufficient data are assembled to indicate what does work and what does not in advancing students toward goals for educational quality.

3. National Assessment

The "National Assessment of Educational Progress," now administered by the Educational Compact of the States, is the most ambitious program for measuring student advancement toward goals. Launched in 1964, this program includes objectives and instruments for assessing student progress toward objectives. Specific objectives for science, writing, and citizenship have been developed by outstanding scholars and teachers. These objectives were formulated on the basis of three main criteria: Are they considered important by scholars? Are they accepted as an educational task by the schools? Are they considered desirable by thoughtful lay citizens? Then instruments have been and are being formulated to assess student progress toward objectives.

Other areas to be covered by the Assessment Program are as follows: reading, mathematics, social studies, vocational education, literature, art, and music. Clearly, this national program has and will continue to have a powerful impact on the entire educational process in the United States. It serves as a solid basis for discussion and articulation of educational objectives and for developing reliable procedures to measure student advancement toward those objectives. We might add that these objectives can be categorized within the context of some of our broader goals for quality education. Unfortunately, they do not appear to focus on the quality of learning or on human quality; however, we assume that "learning" is implicit in the program and that components of human quality will be added later. The National Assessment Program is concerned with goals and achievement and not directly with evaluating school services and processes. It is inevitable, however, that this will be done.

B. Measurement of Student Achievement and Progress Toward Goals

We cannot measure student achievement without evaluating the impact of school services and processes on that achievement or nonachievement. The Pennsylvania project is concerned with services and processes as well as with student progress toward goals, and the National Assessment Program must of necessity relate services and processes to student advancement toward goals.

As stated earlier, we take issue with the current procedures of testing students or assessing their performance in the schools. Gene V. Glass of the Laboratory of Educational Research, University of Colorado, makes an important distinction between norm-referenced testing and objectives-referenced testing. The purpose of the widely used norm-referenced testing is to find a score for each individual pupil tested which positions him in a norm group relative to his performance on a set of tasks. It is his position relative to other students tested, rather than the tasks themselves, which are of importance.

Most of the tests used in the area of norm-referenced testing are published and sold nationally by testing agencies. In effect, these tests determine scholastic content, as most educators want their students to perform well on the standardized tests. Glass notes that because these tests are intended for national distribution and use, they cannot reflect differences among school systems in curriculum content. Therefore, items for nationally published standardized tests are chosen to reflect a common base of curriculum across the nation's schools. Though these tests possess, in a sense, national curricular validity, they may not possess curricular validity for regional or local schools, let alone accommodate the extensive differences among students. Furthermore, the standardized tests are inefficient or inappropriate as an assessment device in the evaluation of an innovative curriculum program, and thus they thwart much-needed innovations in all areas of education.

National Assessment Program officials, in citing the need for new instruments to assess student performance, note that:

> Current tests in use in the schools have not been constructed to provide a means for assessing educational progress of children. They have been constructed to obtain an average score of classroom, grade, or school, and to identify individual differences in performance. (For instance), one-third of all children in a large metropolitan area recently tested by a well-known achievement test made zero scores. This does not mean that one-third of the city's children learned nothing; it means that the tests had no exercises appropriate for measuring what they had learned.

Furthermore, norm-referenced testing is almost exclusively related to achievement in knowledge and skills and usually has little or nothing to do with human, learning, or civic quality. It is most damaging to students whose facility for taking tests is not well honed. Often these young people are adjudged "slow learners" when actually their "slowness" may be a matter of giving reflection to questions and protracted consideration of possible answers. Consider how often tests are timed by a stopwatch, and students, knowing they must give some kind of response, do so quickly and without thought or analysis of questions and possible answers. Students who have the skill for dealing with such testing generally emerge victorious from the ordeal; those who do not are viewed as average or poor learners. Those who test above average are ones judged as successes in the processes of education, and they are the ones who generally go on to college. The blue ribbon of excellence is thus conferred on school systems that send the most students on to higher education. For these and other reasons, we seriously question this whole approach to assessing student performance and achievement in our schools.

Dr. Glass identifies another approach to testing as objectives-referenced testing. This procedure gives us information on how individuals and groups of students exposed to certain curricular experiences and programs that have specific objectives actually perform with respect to those objectives. Thus the choice of scholastic content is not left up to the relatively few people who compose the nationally standardized tests, but rather to the educators closest to the students themselves. These educators can decide on specific objectives, develop course content accordingly, and then test student performance with respect to those objectives. We strongly endorse the concept of objectives-referenced testing, especially in view of our convictions about educational objectives that reflect quality in education.

The Pennsylvania, Colorado, and National Assessment programs likewise stress objectives-referenced testing. The Bureau of School Programs

Evaluation of the New York State Department of Education is developing sets of performance indicators to appraise school effectiveness and point the way to means to improve the schools. Performance indicators should be considered a set of models which relate important variables to the objectives of the schools. According to Dr. David J. Irvine, Chief of the Bureau, "student performance of various kinds make up a major set of educational objectives. Statistical models allow us to explore possible relationships between student performance and other variables such as surrounding conditions, student characteristics and school processes." Much information about these variables is secured by the New York State Basic Educational Data System. Student achievement, noncognitive functioning (motivation, attitudes, etc.), and social functioning are three aspects of student performance which will be measured. Dr. Irvine notes that "first, objectives of the educational system must be stated. This is both a state and local responsibility. Then measures must be selected or developed for each objective." All of this will contribute to producing a set of instruments that will help school officials to decide on the allocation of funds, the patterns of school organization, teaching methods, and the instructional materials best suited for achieving the school's objectives.

A small but growing number of school systems in the United States are developing report cards based on student growth and potential development. Others such as the Los Angeles Public Schools, are giving school principals the option of doing away with report cards for younger students (grades 1 and 2) and replacing them with school-parent conferences.

The Cleveland-based "Yardstick Project" is working with a number of school systems in using "yardsticks" or various instruments to appraise student advancement with respect to school services and processes. The Project has developed a "Growth Gauge" designed to measure pupil performance in relation to their social and economic backgrounds and their intellectual potential. When the potential the pupils initially bring to the school is considered, the measure of the school's effectiveness will be their yearly achievement growth. This presumes to measure the contribution of the school system to pupil performance. The Project also is developing instruments relating educational costs to student performance. This is one example out of many of serious and well-developed efforts and experiments in better relating student performance to school services and processes, and vice versa.

Performance contracting is making substantial inroads in the area of appraising student performance with respect to specific objectives. As a matter of fact, performance contracting may well be a major breakthrough in changing some current, outmoded processes of education that have little to do with quality or equality of educational opportunity. Performance contracting means that some educational agencies, publishing houses, and other groups are contracting with school systems and are guaranteeing that their inputs or specific services and processes will advance student achievement over and above the systems' present programs

for students. The agencies providing the services receive remuneration in accordance with advancing student performance and are not paid if their services and processes make no gains for the students.

Perhaps the first major program in performance contracting was between Texarkana (a school system on the Texas and Arkansas border) and the Dorsett Educational Systems, which called on Dorsett to elevate reading levels of students in that system through Dorsett's program and staff experts in reading. A spring, 1970, report on the project revealed significant achievement gains for students and profits for Dorsett. Although there was some questioning of Dorsett's teaching to its own tests, other evaluation indicated the validity and authenticity of this approach. The Texarkana experiment has led to a new contract between Dorsett and the Texarkana Model Cities program, and the local school authorities are convinced that performance contracting can indeed respond to some specific educational needs.

During academic 1970-1971, the concept of performance contracting will expand rapidly. Major projects are under way with a number of contracting firms in Dallas, Detroit and Flint, Michigan, Portland, Oregon, Philadelphia, and Gary, Indiana. The Dallas program provides opportunities for teachers to compete with company projects; and in Portland, awards will go to teachers who can outperform the "performance contractors." In Gary, Indiana, the Behavioral Research Laboratories has contracted to run completely an inner-city elementary school, the Banneker School. The company will receive $800 per student, the current cost to the city of educating these students. While most other performance contracts are in the area of skills, where advancement is fairly easy to measure, the Gary experiment is probably the first to involve all the subject matter in one school.

The central point about performance contracting is that it is a valid way to measure student performance with respect to specific objectives, school services, and programs, and as compared to students and classes where the experiment is not being used. We foresee a rapid expansion of performance contracting by educational agencies and an increased amount of hard data which will tell us much about relating student achievement to school services and processes. If contracting agencies can do a better job than traditional school services and processes in promoting student achievement and progress toward specific objectives, educational quality and accountability certainly will be advanced in many ways. More material on performance contracting is located in the bibliographical section of this appendix.

Finally, it is important to note that at its July, 1970, meeting, the Steering Committee of the Education Commission of the States (ECS) announced that the National Assessment Program would

> . . . offer to serve its member states (42) as a resource in assisting states in the development of state assessment programs, including the adaptation of the National Assessment model . . .

In other words, we can expect that the initiative taken by the Program in developing goals and assessment instruments will be widely used in the United States. The Florida assessment program, using the National Assessment materials, will begin operation in the fall of 1971. We hail any authentic and well-developed effort to assess student performance, especially as that performance is related to cognitive, affective, and psychomotor skills of educational quality.

We refer the reader again to the book by Guthrie and associates, Schools and Inequality. The authors cite problems inherent in evaluation of school services and processes and measures of school achievement: "We are perhaps still a long way from a unified theory of learning, but bits and pieces of a theory are beginning to fall into place." They note the "relatively slow development of research strategies and measurement methodologies applicable to education." They add, however, that "despite handicaps, an increasing body of sophisticated research is accumulating on the effectiveness of various school service components," and they review this research in Chapter Four of their study. The recent publication of the Educational Testing Service, entitled Toward a Theory of Achievement Measurement, provides significant findings and guidelines with respect to improving our capacities in educational evaluation and measurement.

V. The Schools and Quality Education

The Coleman Report, Equality of Educational Opportunity, states that

> . . . schools bring little influence to bear upon a child's achievement that is independent of his background and general social context. . . . this very lack of independence means that the inequalities that are imposed on children by their home, neighborhood, and peer environment are carried along to become inequalities with which they confront adult life at the end of their schooling.

We join those who challenge this assertion. We accept the findings of Guthrie and others on the direct relationship of school services and processes to student achievement, and we subscribe to the major conclusion by the Pennsylvania Assessment program at the end of Phase I as cited on page 176 of this essay.

Professor Coleman's study was largely concerned with measurement of student skills and how they showed up on school testing and on standardized tests. It had nothing to do with the quality of learning or with human and civic quality, which, of course, we include in the overall concept of quality education. The design and statistics of his study, as well as his findings, have been challenged in many ways.

The main difficulty with the Coleman Report is the view that some take, notably Presidential Assistant Daniel Patrick Moynihan, that it presents conclusive evidence that schools cannot contribute much to student achievement if the socioeconomic status and environment of the student are disadvantaged. We have referred many times in this study to the fact that advantaged students go to better schools with higher levels of quality services and processes than do disadvantaged young people. We attribute differences in testing and other indicators of differences in student performance between the advantaged and disadvantaged much more to the quality and quantity of school services and processes offered to them by different kinds of schools than to their out-of-school condition and environment. Research by Samuel Bowles finds that "given two students of equal capacity, the one receiving poor quality of services would score at about the 25th percentile on a performance measure whereas the one receiving high quality services would score about the 75th percentile." To claim that the school and accompanying school services and processes do not count and that other factors, including genetic, actually determine achievement and progress toward educational quality, simply does not stand up.

We do not dispute the out-of-school influences on school services and processes, and thus on student achievement and postschool opportunities and options. When, however, we talk of "quality in education," we mean the quality of education delivered to and received by students in schools. Only the school can give what young people need to enjoy many life opportunities and options. This cannot be given by home, church, and other institutions unless the whole design and structure of human education are radically altered (as some suggest they should be). It is the school that makes the critical difference, that explains success, or that kills people, as Kozol puts it, "at an early age." (Can one hold that the school makes no difference independent of the background of the student and still claim that schools kill young people?)

In effect, Coleman is saying that because schools make little or no difference independent of the social and economic background of the student, then socially and economically disadvantaged children are condemned to virtual failure in life in any event, school or no school. Supporters of Coleman point to some reports which indicate that Title I (Elementary and Secondary Education Act) programs designed for assisting disadvantaged children have had little effect in advancing student performance. They claim that many compensatory programs likewise will not work

because the socioeconomic status of children and their disadvantageous environments substantially reduce the capacity of any schooling to help these young people with school achievement. The answer, many claim, lies in improving the economic and social structures of society and families before we can consider school services and processes as helpful to disadvantaged students.

One can hardly question the thesis that a better home, social, and economic environment for the young person will have a salutary impact upon his capacity to achieve in the school. We do seriously question, however, the proposition that the school--the good school--cannot improve student performance independent of his socioeconomic status and home background. Furthermore, it is hardly correct to say that compensatory programs and special assistance to the disadvantaged have had little or no payoff. Data on expenditures of Title I funds indicate that many of these monies were actually not spent on school services and processes for the disadvantaged. Therefore, the United States Office of Education is now demanding proof that recipients of Title I funds use that money for the benefit of the disadvantaged and not for other projects. The deprived cannot benefit from better schooling, in other words, if money is not spent on programs for them.

Of considerable interest is a recent report on the New York City "More Effective Schools" program for disadvantaged students in 21 schools. It indicates that the program did advance student achievement in such areas as desire for learning, a liking for school, and increased respect for themselves and others. In brief, school services and processes can advance students toward desired goals, although they may take more time in the area of skills where disadvantageousness does leave its ugly mark in many ways. Our main point, however, is that school services and processes of quality and quantity can increase potential for all students in advancing toward goals of educational quality. Not all students have the same potential, and every student is different from every other. But advancing achievement and increasing potential with respect to the components of quality in education are possible for all.

This suggests, then, more what the school and its services and processes can do rather than what they are doing now. We disagree with much that is taking place in the schools now, especially their focus on knowledge and skills rather than on all five areas of educational quality; their testing by averages; and the many school services and processes which clearly are not advancing students with respect to objectives and goals. We are concerned with how we can make the schools much more effective agents for increasing the potential of students and for helping them to achieve. We feel confident that this can be done through improving the quality and quantity of school services and processes and through relating in-school learning more effectively to how and what the student learns out of school. More than anything else, this can be done if teachers, administrators, and other school personnel work diligently in improving the services and processes and in treating each

student as a distinct human being. Naturally, school people need all kinds of support and resources, especially funding. But it is the educators in the schools who can make the school truly effective--an environment in which quality education really can take place. Without the school and its services and processes, quality education is impossible, as is the quality of society itself.

BIBLIOGRAPHY

This is a bibliography of studies and projects that are concerned with educational goals; broad research on student services and curriculum areas; research on school services which appear to advance student achievement as well as those which appear to obstruct achievement; studies dealing with testing and evaluation of school services and student achievement; and organizations professionally concerned with testing and evaluation. It is a representative bibliography only and not exhaustive. In fact, there is so much material here that, in some cases, we cite publications which list many more research studies and findings. We are attempting to give the reader an overview of how much available research there is with respect to quality in education, goals and objectives, school services and processes, and evaluation and measurement.

A. Studies with Respect to Educational Goals or Objectives

Benjamin S. Bloom, et al., Taxonomy of Educational Objectives: The Classification of Educational Goals, Handbook I: Cognitive Domain (New York: David McKay Company, Inc., 1955) and David R. Krathwohl, et al., Taxonomy of Educational Objectives: The Classification of Educational Goals, Handbook II: Affective Domain (New York: David McKay Company, Inc., 1964) are masterful studies of goals in education. See also Will French, et al., Behavioral Goals of General Education in High School (New York: Russell Sage Foundation, 1957), and John Gardner's "National Goals in Education," in Goals for Americans: The Report of the President's Commission on National Goals (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1960). Profiles of Excellence (Washington, D. C.: National Education Association, 1966) provides recommended criteria for evaluating the quality of local school systems.

There are many studies which demand that goals be established before any serious planning takes place in education. James E. Bruno calls for goals with respect to state-aid programs in his article "An Alternative to the Use of Simplistic Formulas for Determining State Resource Allocation in School Finance Problems," American Educational Research Journal, November, 1969. The Cooperative Community Educational Resources Center at Boulder, Colorado, has prepared a bibliography of studies on "what constitutes quality education," and many of these publications deal with the shaping of goals. So does Frederic D. Weinfeld in his book, Educational Quality: Definition and Measurement (Washington, D. C.: National Center for Educational Statistics, 1966). Ralph Tyler's fine article, "Purposes for Our Schools," NASSP Bulletin, December, 1968, is a most cogent statement on educational objectives. There are many more.

B. Broad Research Studies with Respect to School Services and Curriculum Areas

Below are listed some studies (and studies of studies!) that provide copious research on many kinds of school services and work in specific curriculum areas. This is just a sample of findings which can give us usable information on improving school services.

The Review of Educational Research (RER), published by the American Educational Research Association, periodically issues extensive reports of research in specific curriculum areas. These publications are of great value to educators who seek to find the latest research in their areas of competence. Some of the recent RER volumes in curriculum areas are as follows: "Language Arts and Fine Arts," April, 1967; "Preservice and Inservice Education of Teachers," June, 1967; "Growth, Development, and Learning," December, 1967; "Instructional Materials: Educational Media and Technology," April, 1968; "Curriculum," June, 1969; "Science and Mathematics Education," October, 1969; and "Methodology of Educational Research," December, 1969. See, also, Henry S. Dyer, "School Factors" (with respect to student achievement), Harvard Educational Review, Winter, 1968, pp. 23 ff., and Alvin C. Eurich, Reforming American Education: The Innovative Approach to Improving Our Schools and Colleges (New York: Harper & Row, Publishers, 1969). On means to ends, see Guidelines for an Adequate Investment in Instructional Materials (Washington, D. C.: National Education Association and American Textbook Publishers Institute, 1967), and Directory of Research in Social Studies/Social Sciences (Washington, D. C.: Department of Health, Education, and Welfare, 1969).

C. Research with Respect to School Services that Appear to Advance Student Achievement

In our opinion, the best work in this field is Schools and Inequality by Guthrie and associates (cited previously), which not only emphasizes the teacher and teaching as the most important school service but cites many other studies that underline this point. William Glasser's Schools Without Failure (New York: Harper & Row, Publishers, 1969) is an excellent analysis of why children fail and what is needed to reverse that process. Positive approaches by teachers and open-ended class discussions are documented as effective means to ends. Other studies related to teachers include the following: Bruce J. Biddle and William J. Ellena (eds.), Contemporary Research on Teacher Effectiveness (New York: Holt, Rinehart & Winston, Inc., 1964), and O. J. Harvey, et al., "Teacher Beliefs, Classroom Atmosphere, and Student Behavior," in American Educational Research Journal, March, 1968.

It may be of value to cite reports from some projects which point to school services that advance student achievement. These projects involve many different kinds of teaching styles and processes. Most of them accentuate the value to student achievement of individualized instruction.

1. "Individually Guided Education" conducted by the Wisconsin Research and Development Center for Cognitive Learning is a project involving 50 elementary schools in seven states and about 40,000 students, whose advancement in the "three R's" has been quite remarkable. Units of 100-150 children, unit leaders with a team of teachers, aides, interns, ungraded classes, and considerable planning, permit the teachers and aides to respond to children's individual learning needs. The Wisconsin Department of Education is an active participant in this program and is seeking to expand it on a broad basis.

2. Reports on individually prescribed instructional programs (IPI) in the Philadelphia schools, the Oakleaf Elementary School near Pittsburgh (where much pioneering work in IPI has taken place), and in Elk Grove, Illinois, indicate that IPI shows positive results in the vast majority of places in which this program is used. The Educational Development Laboratory in Philadelphia is working with 164 schools on IPI. Studies show that students like the program and like school better than control groups which do not have IPI, and that it is effective at all learning levels. The Washington Monitor of March 16, 1970 (published by the National School Public Relations Association) reports that the Philadelphia IPI program will be expanded to 300 schools next year. It was reported that "IPI math, now costing $12 per pupil, will be cut to $2.50 per pupil within three years, thus making it financially competitive with non-individualized math programs."

3. "Project Plan" for individualized classroom instruction, developed by the National Laboratory for Advancement of Education (Westinghouse Learning Corporation, Palo Alto, California) focuses on learning in accordance with students' abilities and needs. Children are given responsibility for learning, help to develop goals and programs to advance toward goals, and manage their own learning program and pace. Nine thousand children in some 63 schools currently are in "Project Plan," and many more will be involved next year. Again, data indicate that partial planning by students of their educational program and a commitment to perform definitely advance student achievement.

4. "Patterns in Arithmetic" (PIA) is a program reaching 300,000 students and 10,000 teachers in 15 states. The program focuses on extensive teacher education through videotapes and on the assumption that modern-math concepts require extensive teacher retooling and student participation in the teaching-learning process. PIA director is Professor Harry Van Engen at the University of Wisconsin, and provisional findings show that students in the program score higher than half of the nation's students in standard achievement tests.

Mr. William Johntz who heads Project SEED (Special Elementary Education for the Disadvantaged, 1101 Keith Avenue, Berkeley, California) reports significant progress in helping disadvantaged children with math programs through his project that emphasizes the students' self-image and a discovery approach. Evaluation indicates that students in this California-based program do far better than those in control groups, and these students also are doing better in reading and other areas.

5. "Project Read" is a new approach to reading in which the English language is broken down to its simplest forms and put back together to fit the individual pupil's ability to learn. Developed by the Behavioral Research Laboratories at Palo Alto, California, the program is used in 50 cities, including the Bronx and Brooklyn, where some 40,000 students participate in the program. Student advancement in reading skills is notable, as specially trained teachers progress from student to student on an individual basis, and each child moves at his own pace. Children's interest in school libraries and in homework is also another positive indicator of performance.

6. Superintendent William Kottmeyer of the St. Louis Public Schools reports considerable improvement in students' reading comprehension and IQ scores through the St. Louis reading program involving intense concentration on word meanings.

7. Educational Testing Service reports that students in 17,600 schools who used the program, "Newspaper in the Classroom," scored higher on every item of a reading comprehension test than did those who had no training in newspaper reading. Relevance was a "relevant" by-product of this program as well.

8. Provisional findings emerging from systems using differentiated staffing programs indicate that such programs, emphasizing efficient use of professional personnel in schools, paraprofessionals, and other features which involve flexibility and lower adult-student ratios, improve student performance and generally does at lower per pupil costs. Cherry Creek, Colorado, and Scituate, Massachusetts, are examples of systems which have successfully developed differentiated staffing programs. Such programs are also strongly endorsed by the National Council of Teachers of Mathematics, which declared that differentiated staffing is "an important act the organization can perform to improve the image, status, stature, and quality of teachers and the teaching profession."

9. A number of states are publishing data and findings emerging from Title III (Elementary and Secondary Education Act) projects which deal with educational innovations. A great many of these projects, which touch on all areas of the curriculum, point toward improvement of student performance and self-image and often at less cost per pupil than traditional programs.

10. The publication, To Improve Learning (A Report to the President and Congress of the United States by the Commission on Instructional Technology and developed by the Committee on Education and Labor of the United States House of Representatives), contains significant information on how instructional technology contributes to learning and to the school curriculum in general. This March, 1970, document contains testimony from leading experts and findings that are essential to any school system's equipping itself to serve the learning needs of students.

Our purpose in presenting these data is merely to show that the named studies and projects, as well as many others, point to some school services and processes that appear to advance student achievement in many areas. We are particularly impressed with how strongly individual instruction, student participation and planning, and teacher inservice training correlate with student achievement. We should like to see a compendium of many other similar studies and projects so that we could distill from all of them recurring themes and practices that demonstrably advance student achievement. Other studies can be cited to give considerable support to convictions many of us have about effective student services. Some of these convictions are as follows: teacher expectation of student success and achievement; use of para-professionals to assist teachers in the classroom; options of all kinds for students; immediate rewards for achievement, especially to disadvantaged students; relevancy of content matter to students; fewer tests and less emphasis on grades; and nongraded or ungraded classrooms. Of greatest importance is getting innovations and qualitative educational programs and projects into the classrooms. Former U. S. Commissioner of Education, James E. Allen, Jr., has said that "It would seem that much of what we have so laboriously learned about educational theory and practice has been--to say the least--underadvertised, poorly packaged, and thinly distributed. Thus our first goal must be to get the good, new ideas and practices into use--and get them there quickly." The Institute for the Development of Educational Activities (IDEA) sponsored by the Charles F. Kettering Foundation is one important agency which seeks to bring traditional and innovative programs of quality to the classroom. Its main tasks are to develop and gather, test, and then disseminate concepts, methods, and projects of education to both educators and lay groups. Without identification of methods and projects and effective delivery systems, the new, creative, and significant programs in education will have little impact on student achievement and quality in education.

D. Research Indicating Barriers to Student Achievement

Many of the titles presented on page 170 of this essay are familiar to the reader. See also the late summer and early fall, 1970, series in Atlantic by Charles E. Silberman entitled, "Murder in the Classroom." The dyslexia report cited on page 171 was made to the United States Office of Education by Committee chairman, Professor Arleigh B. Templeton of Sam Houston State University. The title of his

study is "Reading Disorders in the United States," and the principal complaint was incredibly poor teacher education in reading instruction and lack of certification of millions of teachers of reading skills. The instructional television report is entitled "A Study of Systemic Resistances to Utilization of ITV in Public School Systems," and the title of the instructional technology study is "To Improve Learning." Both are available at the United States Office of Education.

Among the studies revealing serious shortcomings in civics courses and citizenship education are the following: Kenneth P. Langton and M. Kent Jennings, "Political Socialization and the High School Civics Curriculum in the United States," American Political Science Review, September, 1968, pp. 852 ff.; M. Kent Jennings and Richard G. Niemi, "Political Socialization," Harvard Educational Review, Summer, 1968; Lee H. Ehman, "An Analysis of the Relationships of Selected Educational Variables with Political Socialization of High School Students," American Educational Research Journal, November, 1969, pp. 559 ff.; and John J. Patrick, Political Socialization of American Youth: Implications for Secondary School Social Studies (Washington, D. C.: National Council for the Social Studies, Research Bulletin No. 3, 1967).

E. Studies Concerned with Testing and Evaluating Achievement

The April, 1970, Review of Educational Research deals with educational evaluation and includes papers by leading experts in the field. Of particular importance to this essay are papers by Robert E. Stake on "Objectives, Priorities, and Other Judgment Data," Ian Westbury on "Curriculum Evaluation," Barak Rosenshine on "Evaluation of Instruction," and Harold Berlak's "Values, Goals, Public Policy and Educational Evaluation." The Proceedings of the 1969 Invitational Conference on Testing Problems (Princeton: Educational Testing Service, 1970) focused on the theme, "Toward a Theory of Achievement Measurement." This important publication is divided into three sections: The Nature of Educational Achievement, The Measurement of Educational Achievement, and Measuring the Performance of Systems and Programs.

Ronald N. Morse's article, "The Influence of Test Difficulty Upon Study Efforts and Achievement," in the American Educational Research Journal, November, 1969, pp. 621 ff., points out the fact that students achieve better and more with less difficult and fewer tests, so perhaps we should not test at all, but should leave it to intuition to judge student achievement. John Holt makes this point in his monograph, John Holt on Testing (Boston: The 8 X 8 Press, 1968). Locating Information on Educational Measurement: Sources and References (Princeton, New Jersey: Educational Testing Service Evaluation and Advisory Series, 1968) is undoubtedly the best bibliography in this area. Our citing this work here relieves us of the necessity to present an extensive bibliography on testing and achievement. See also the quarterly

journal, Educational and Psychological Measurement (College Station, Durham, North Carolina), Journal of Research and Development in Education (University of Georgia, Athens, Georgia), and T. L. Eidell and J. A. Klebe, Annotated Bibliography on the Evaluation of Educational Programs (University of Oregon, 1968). J. Alan Thomas's article, "Cost-Benefit Analysis and the Evaluation of Educational Systems" in Proceedings of the Invitational Conference (1968) on Testing Problems (Princeton, New Jersey: Educational Testing Service, 1969) provides information on cost factors as they relate to various educational objectives.

There is much material on measuring teacher effectiveness. Some studies are as follows: "Evaluating Teacher Performance," Educational Research Service, National Education Association, Circular No. 3, 1969; George Redfern, How to Appraise Teaching Performance (Columbus, Ohio: School Management Institute, Inc., 1963); and Daniel R. Fred, The Measurement and Evaluation of Teaching: A Conceptualization of a Plan for Use in State Educational Leadership (Tallahassee: Florida Department of Education, 1967). See, also, Hillel Black, The Truth About College Entrance and Other Standardized Tests (New York: Hart Publishing Company, 1963).

F. Organizations and Agencies Professionally Involved in Educational Research, Measurement, and Evaluation with Respect to School Services and Achievement

The United States Office of Education's National Center for Educational Research and Development and the Center's many Educational Resources Information Centers (ERIC's) in specific areas of educational research and development are prime sources of information in this area. See in particular the monthly publication Research in Education and the ERIC Current Index to Journals, and also the Thesaurus of ERIC Descriptors. The publication Pacesetters in Innovation is also a valuable resource guide. Research in Education is a monthly journal containing abstracts of recently completed research and project reports.

The Educational Testing Service at Princeton, New Jersey, is the principal private organization working in educational testing. Its many publications, annual reports, proceedings of its annual conferences, and other reports provide a variety of sources of information. The Educational Products Information Exchange Institute in New York publishes The Educational Product Report nine times a year, giving data on instructional resources and how they relate to other school services. The National Council on Measurement in Education and its journal, Educational Measurement, are well known in this field, as are its special reports, Measurement in Education. The regional accrediting agencies in the United States, such as the New England Association of Colleges and Secondary Schools, and the many testing programs at the state level, such as the New Hampshire program, also can provide many data on educational research and testing as related to school services and student achievement.

G. Projects and Proposals with Respect to Establishing Objectives and Measuring Student Achievement

We refer the reader to the publication, Phase I Findings: Educational Quality Assessment, by Paul Campbell, et al. (Harrisburg, Pennsylvania: Department of Public Instruction, 1968), for information about the Pennsylvania Educational Quality Assessment program. We interviewed Dr. Robert Coldiron, one of Campbell's associates, with regard to the thrust of this important program. The publication cited above contains the instruments to appraise relationships between and among a number of school services and other variables on the one hand, and student progress toward the ten educational objectives on the other.

The publication, Vermont Design for Education, published by the Vermont Department of Education, Montpelier, Vermont (1970) sets forth an exciting 17-point educational program which stresses the learner and the fact that "the single most important factor in implementing (the 17 points) is the teacher, and the quality of the interaction between the teacher and the learner." The "Vermont design" is now being carried out through each school system's assessing itself in terms of the 17 points, each system's creating its own design to come up to the standards of the 17 points, and then each system's submitting to the State Department of Education a calendar of commitment outlining the schedule for implementing each of the items set forth in the local design.

There is no doubt whatever that, within the next five years or so, assessment of educational programs in relation to goals will be a fact of life. The National Assessment Program is moving along rapidly, especially since it is now administered by the Denver-based Educational Compact of the States. The first results of the National Assessment Program were released on July 8, 1970, and it is expected that most states will follow the lead of Florida in using the national assessment tests as the basis of state-wide assessment programs. Available publications concerning this program are as follows: National Assessment of Educational Progress: Some Questions and Comments (Washington, D. C.: National Education Association, 1968); National Assessment of Educational Progress: Science Objectives and parallel publications on Citizenship Objectives and Writing Objectives (Ann Arbor, Michigan: Committee on Assessing the Progress of Education, 1969).

Another national thrust in this direction was President Nixon's Special Message to Congress on Education Reform, published in the New York Times on Wednesday, March 4, 1970, page 28, which calls for the establishment of a National Institute on Education (NIE). The NIE's purpose would be to provide research necessary to reform education in the United States and especially to transfer research findings to and from the schools. Its focus would be on what works and what does not so far as school services and other variables are concerned. Then Commissioner of

Education James E. Allen, Jr., pointed out that "effective educational reform and renewal can hardly be expected in an educational enterprise that devotes less than one half of 1% of its annual budget for research and development." We trust that this new national program will make substantial contributions toward a clarification of goals and of how best to help students to advance toward them. With respect to performance contracting, see "Performance Contracting as Catalyst for Reform" in Educational Technology, August, 1969. In September, 1970, the Educational Development Laboratory begins a reading program in a contract with the San Diego City Schools. The program will reach 9,600 elementary students reading below grade level. EDL will receive $1,400,000 if it reduces reading disabilities by 25% the first year and 50% the second year and brings all students up to grade level the third year. EDL will receive more or less money depending on students' achievement. Initial Teaching Alphabet Publications, Inc., of New York declares that it will refund any money a school system spends on its materials and programs if evaluation demonstrates that the ITA program does not improve students' reading and spelling skills. A research project conducted by Professor Frederic B. Nalven of Yeshiva University showed, parenthetically, that children trained with the initial teaching alphabet are more creative writers than those taught to spell in a traditional manner. The Open Court Publishing Company of LaSalle, Illinois, also guarantees the success of its reading program.

Again, we should like to point out that the information set forth in this bibliographical section is only a sample of what can be assembled to demonstrate the research and findings relating to advancing educational quality and equality of educational opportunity for students in our schools. It is imperative that the Massachusetts Department of Education and all educational agencies not only examine and disseminate these findings but also provide leadership and services so as to help schools develop programs that can translate the findings into educational policy. Viable programs of accountability should draw upon all sources of information for improving education in examining how educational decision makers are advancing quality of education in the schools.

CITATIONS

Rather than encumber this essay with footnotes, we set forth below the citations of books, reports, most quotes, and other items included in the essay. There is some intentional overlapping between these citations and items mentioned in the Bibliography.

Page

159 The quote from Aristotle is taken from Book VIII of Politics (Chapter 2, "The Training of Youth").

161 The reference to the Pennsylvania study is from Paul B. Campbell, et al., Phase I Findings: Educational Quality Assessment (Harrisburgh: Department of Public Instruction, 1968), p. 2.

Harold Howe, Harvard Educational Review, Winter, 1968, p. 4.

162 John Gardner, "National Goals in Education" in Goals for Americans: The Report of the President's Commission on National Goals (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1960), p. 81.
Will French, et al., Behavioral Goals of General Education in High School (New York: Russell Sage Foundation, 1957), pp. 27-28.
Ralph Tyler, "Purposes for Our Schools," Bulletin (The National Association of Secondary School Principals), December, 1968, p. 1.
See also, Nuturing Individual Potential (Washington, D. C.: Association for Supervision and Curriculum Development, 1964).

163 The quote about the future is from "Teaching in the Seventies: The Challenge and Promise," Grade Teacher, January, 1970, p. 91.

164 The Association for Supervision and Curriculum Development study is entitled The Unstudied Curriculum, edited by Norman V. Overly (Washington, D. C.: Association for Supervision and Curriculum Development, 1970). The University of Illinois mathematics study is cited in Education U. S. A., October 3, 1969.

Bebell's quote is from Edgar L. Morphet and David L. Jesser's Designing Education for the Future No. 5: Emerging Designs for Education (New York: Citation Press, 1968).

167 James W. Guthrie, et al., Schools and Inequality (New York: The Urban Coalition, 1969).

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169 The Guthrie quote is from page 130 of his study. The quote about the Coleman study is on page 113 of the Guthrie book. The Coleman study refers to the massive project of Coleman and associates for the United States Office of Education to assess levels of educational opportunity in the United States. See James S. Coleman, et al., Equality of Educational Opportunity (Washington, D. C.: United States Government Printing Office, 1966). For some acute criticisms of the Coleman Report, see the work by Samuel S. Bowles and Henry M. Levin in the Journal of Human Resources, Volume II, Winter, 1968, and also in the same Journal, Volume III, Summer, 1968.
Robert Coles's recent study of how children perform better in the classroom if teachers expect them to is entitled Teachers and the Children of Poverty (Washington, D. C.: The Potomac Institute, 1970).

172 Ewald B. Nyquist, "State Organization and Responsibility for Education" in Morphet and Jesser, Ibid., p. 141. For research and findings in the area of intergroup relations education, see John S. Gibson, The Intergroup Relations Curriculum: A Program for Elementary School Education, Volume I (Medford, Massachusetts: Lincoln Filene Center, Tufts University, 1969), pp. 6-60.

176 The first quote from the Pennsylvania project is from page 101 of Phase I (Ibid.), while the second quote is from page 1.

178 National Assessment of Educational Progress: Some Questions and Comments (Washington, D. C.: Department of Elementary School Principals, National Education Association, 1968), Revised Edition, p. 13.

179 An outline of the New York program was presented by David J. Irvine at a conference on state and national assessment on December 4, 1968, in Albany. Dr. Irvine's paper was entitled "Performance Indicators in Education." The Yardstick Project is located at the Alcazar Hotel, 2450 Derbyshire Road, Cleveland, Ohio.

181 The Coleman citation is from page 325 of his study, Ibid.

IV

Guidelines for Implementing the Recommendations of the Study

Chapter IV is concerned with implementing the recommendations of this study. On the basis of the study's Provisional Report and the Summary Report, the findings and recommendations have the support and endorsement of Commissioner Sullivan, the Massachusetts Board of Education, the Massachusetts Educational Conference Board, and the Study Committee. The Tufts Assembly on Massachusetts Government in March, 1970, endorsed, in a number of recommendations, the study proposals which were considered at the Assembly. The study findings and recommendations were discussed with more than 100 members of the staff of the Department of Education on April 29, 1970, and with the exception of a few minor recommended revisions, our endeavors received the backing of that staff. Several members of the Joint Committee on Education of the General Court have indicated their support, as have a number of other people and organizations. While all of this is most encouraging, these people and others in a position to do so must take concrete action to implement the study's recommendations.

It is the purpose of this section of the Final Report to identify those who are in a position to effect change, as well as to specify processes, timing, and strategies for implementation of the recommendations. These four components of change (agents, processes, timing, and strategies) are all interrelated, and each depends upon the others for successful implementation. We outline the interplay of these four components with respect to each of our five recommendations, and then we suggest how our blueprint for implementation might be translated into action.

A. Agents of Change

An agent of change is a person or group that has official decision-making authority (within government) or a person or group in a position to influence those who have such authority. Naturally, our concern with official decision-making agents and those who can influence decision making is in the domain of public school education in Massachusetts and, in particular, with respect to the recommendations emanating from this study.

Official decision makers include the following: the Board of Education, the Commissioner of Education, high officials at the Department of Education, the Governor and his official advisers in education, officials in the Office of Administration and Finance who have direct decision-making authority over segments of

the operations of the Department of Education, members of the General Court and especially members of the Joint Committees on Education and Public Service, the House and Senate Ways and Means Committees and other pertinent committees, and members of school committees in the Commonwealth (who actually are state officials).

Those who can influence official decision makers include the following: leading professional education organizations in Massachusetts, most of which are represented on the Massachusetts Educational Conference Board (groups representing superintendents, principals, teachers, and others); organizations that have a direct concern for education, such as the League of Women Voters and the Parent-Teacher Associations; the Educational Conference Board itself as well as the new Education Compact Council of Massachusetts; professional educators, educational officials, and teachers in the towns and cities (elected and appointed); some public school students and some parents; lay people with a special interest in education; some officials in political party organizations; and the media. The electorate as a whole (which naturally includes the taxpayers) is, of course, quite influential, especially with respect to voting for public officials.

B. Processes for Change

1. With Respect to the Official Decision Makers

Here we are concerned with the administrative process within the Department of Education, the decision-making processes of the Board of Education, administrative processes within the executive branch (especially in the Office of the Governor and in the Office of Administration and Finance), and the legislative process in the General Court (including legislative proposals by the Department and Board of Education and the legislative powers of the Governor).

2. With Respect to Those of Influence

The nonofficial influence agents include people and groups, as well as the electorate at large. Individual persons of some influence with respect to educational policy develop their own processes to influence official decision makers. A group such as the Massachusetts Teachers Association requires MTA leadership to muster support for specific recommendations among members of the Association so that it may take a stand and proceed to support the accepted recommendations. The influential agents thus should seek to influence those processes of officials which do or do not translate recommendations into public policy. They also must persuade the electorate at large with respect to recommendations, as well as the various segments of the media (press, radio, television, etc.). The media, in

turn, go through their own processes in judging what merits publicity and even editorial support. The political process becomes important during campaign periods, as officeholders and prospective officeholders make their own decisions about supporting recommendations or responding to influential agents' efforts for gaining support of recommendations.

Clearly, there are many and complex processes, and there is considerable interaction between and among combinations of agents and processes necessary to translate recommendations into policy. It is important to know the nature of administrative and decision-making processes in government and whom to influence at what time to get the desired action.

C. Timing for Change

Timing refers to those points in time when certain strategies must be employed by the agents for change to influence decision-making processes by officials so that favorable action will be taken with respect to recommendations. Some points in time are quite specific. The Education Department's budget for the following fiscal year (beginning on July first) must be submitted to Administration and Finance by the previous September fifteenth. The Department's own legislative package must be submitted by the first Wednesday in November, and all legislative proposals (with respect to education) must be delivered to the General Court by the first Wednesday in December, all for consideration during the next calendar year. Hearings on specific bills by the Joint Committees on Education and Public Service are announced well ahead of time. The monthly meetings of the Board of Education are also definite times for the making of decisions.

Other timing is less specific. We know that the Office of Administration and Finance makes decisions with regard to the proposed education budget sometime between September and January, but we do not know exactly when. We know that the House Ways and Means Committee makes similar budget decisions after the Governor has submitted his overall state budget in January, but we do not know exactly when. Administrative decisions are made constantly within the Department of Education and by the Board; however, it is difficult to be specific as to when and who decides what unless information on this process is provided by the Department and the Board.

For the purposes of our recommendations, we suggest three levels of timing. Short-run timing is a six-month period, while intermediate timing is from six months to a year and a half. Long-run timing is from a year and a half to five years. For each of our recommendations, we shall suggest one of these three as the proper time category for influencing agents through their various processes to

effect change. Some of our recommendations thus call for action within six months, while others will take up to a year and a half, and still others up to five years.

D. Strategies for Change

Strategies are measures that must be taken to influence positive action with respect to our recommendations by official decision makers through their processes and within general time ranges. First of all, those seeking to influence change must try to coordinate interactions among the agents, the processes, and the timing. If we attempt to influence the wrong agent and the wrong process at the wrong time, we obviously shall not get very far.

Of major importance are strategies for deciding how to influence specific officials. These are the people and groups on which we must rely to implement our recommendations. Some officials are appointed, while others are elected. Each has his own constituency or source of power and authority. Therefore, we must influence them directly to make decisions favorable to our recommendations, and we must also influence their constituencies or respective sources of power and authority to demand, insofar as is possible, that the officials do indeed take favorable action. Some decisions are made on the basis of demands from constituencies, while others are made by officials who take initiative and then persuade their constituencies that the decisions were right and necessary. To put the matter another way, some official decision makers follow, and others lead, although the combinations of leadership and "followership" are many and varied and fluctuate with respect to specific official decisions to be made. Recommendations and policy proposals usually are implemented only if efforts to influence officials, as well as their constituencies, are undertaken together in a vigorous and enlightened manner. This approach we strongly recommend to all who are in a position to influence the implementation of our recommendations.

The problem is that the official decision makers comprise a cycle, and buck-passing with respect to that cycle inevitably results unless we deal with all official agents for change. Any agent or group can place the blame on some other agent for change if and when action fails to take place. If any one agent or group of officials fails to act in the process of translating a recommendation into policy, that recommendation usually falls flat.

We require leadership by the Commissioner of Education and support by the Department's top officials. Their source of authority is the Board of Education, which is appointed by the Governor (but is not responsible to the Governor) and which represents more than 5,000,000 Massachusetts citizens. The Commissioner and the Board, however, must have the backing of the Governor for their budget proposals and generally for their legislative proposals. The Office of Administra-

tion and Finance exercises considerable authority over education budget proposals and personnel policies, and Administration and Finance is responsible to the Governor. The Governor's constituency is, of course, the Massachusetts electorate.

Budgetary and legislative proposals must go through the legislative process of the General Court, and the particular constituencies of the 280 members of the General Court are quite specific--the voters in the districts that elect the Senators and Representatives. Of particular importance are key officials in the General Court, including the President of the Senate, the Speaker of the House of Representatives, the Chairmen of the House and Senate Ways and Means Committees, and the members of the Joint Committees on Education and Public Service. In one form or another, budgets and legislation pass through the General Court and arrive on the Governor's desk for approval or veto. Because we feel that any forward movement in education must depend on adequate funding and enlightened legislation, and because these interlocking agents and processes have not delivered adequate funding or needed legislation--most especially adequate funding--for the Department, we respectfully suggest that it is time to bring considerable influence to bear to gain the money and legislation necessary--where either or both are needed--to make our recommendations a reality in terms of the Department and of public policy.

Therefore, in the cycle which runs from the Commissioner, the Department, and the Board to the Governor and the Office of Administration and Finance, to the General Court, and back to the Commissioner and Department, where do we begin to exert influence to get favorable action on the recommendations made above?

We feel that we must start with the Commissioner of Education, who, with support from the Board of Education, must take the initiative both in effecting changes in the Department and in seeking funding and legislation to make the recommendations actually come to life. We are heartened that the Commissioner, his staff, and the Board do endorse our recommendations. Where more funding and legislation are necessary, the next step is to influence the Governor and his large constituency of the merit of the study's recommendations. This definitely includes influencing the Governor to direct the Office of Administration and Finance to support the recommendations as well. Of great importance are members of the General Court, especially those in a position to make the critical decisions about the recommendations. The General Court members may not necessarily be enthusiastic about our recommendations unless their constituencies and the many influential agents for change persuade legislators to take appropriate action. Also, much work must be done in the constituencies of members of the General Court to give visibility and support to the recommendations.

The principal strategy we recommend to effect change is to seize upon the initiative taken by the Commissioner of Education and the Board with respect to our

recommendations and at specific times to use many strategies to influence the other official decision makers.

This being the case, other questions suggest themselves. What precisely is necessary so that each recommendation can be implemented? Which agent or agents does one seek to influence, and through which process, and when? What is necessary to mobilize support for the recommendations within the various educational interest groups and to secure action by those groups in influencing the official decision makers and also the public at large? How can one best influence the constituencies of specific members of the General Court, and how can one best persuade various branches of the media to lend support to the study's proposals at critical times in decision making or legislative processes?

These dimensions of change all assume, of course, that the study's recommendations genuinely merit such a concerted attempt to make them a reality. Since we feel that they do, we turn to details of how each recommendation may become policy.

E. The Dimensions of Change and the Five Recommendations

All our recommendations require positive decisions by the Commissioner and the Board of Education, and certain aspects of the recommendations can be effected without additional legislation or funding. Some parts of the recommendations call for funding, some for new legislation, and others for both funding and legislation. We shall designate below where we feel that funding and/or legislation are needed to translate the recommendations into policy. We also shall give judgment on the timing necessary to effect specific changes.

Short-run timing means action between June and December, while intermediate timing will run up to December, 1971. Long-run timing will take us up to June, 1975. It should be noted that the new Secretary for Educational Affairs will be appointed in the spring of 1971 by the Governor in office at that time. The new Secretary will have the authority of the Governor directly behind him, as well as considerable budgetary and personnel powers with respect to the Department. Accordingly, recommendations in the areas of intermediate and long-run timing assume new executive arrangements in the government of the Commonwealth, and thus more options and possibilities for effecting the changes and improvements we seek.

Where legislation and additional funding (considerably over the standard Department budgets of the past few years) are required, influential people and educational interest groups naturally must seek to persuade legislators and voters in their

constituencies to support the legislative proposals. We assume, therefore, that the influential publics are aware of the steps and timing of the decision-making and legislative processes, and thus we need not spell out what strategies to take, and when, to produce the desired results.

We shall recommend below that the Massachusetts Educational Conference Board's membership be broadened, that the Board develop a small staff, and that local boards be organized in as many towns and cities as possible. At the state and local levels, therefore, we hope to see influential people and groups working together to make our recommendations become a reality. On the state level, we need influence and persuasion at the Board of Education, at the Department of Education, at the Governor's Office, and in the General Court. At the local level, we need people giving visibility to our recommendations, to educational needs in general, and to the legislation and funds required to give life to the recommendations. Only if concerted and firm action is taken by those who can influence the official decision makers will the thrust of our study make a real difference in the structure and process of education in Massachusetts.

Recommendation #1: Department Personnel

The Governor should be persuaded to direct the Office of Administration and Finance to give Department officials more authority to make judgments with respect to hiring and promoting professional personnel in the Department. As Administration and Finance, which is under the authority of the Governor, has placed so many constraints on the Department's personnel policies, positive action by the Governor would be a distinct step in making our first recommendation possible. Short-run and intermediate timing applies to this recommendation.

Next we recommend that the professional staff members of the Department be removed from the present Massachusetts pay scale for nonclassified personnel and that legislation be developed to establish five or six job categories for the professional staff. Our reasoning is that professional educators, much like the academic members of the state's institutions of higher learning (who are not on the state's pay scale for nonclassified state employees), differ from professional employees in other state agencies in that the profession of education occupies a special position as far as government service is concerned. Professional personnel in some other state departments of education enjoy reasonable flexibility with respect to state pay scales, and thus there is considerable precedent for this recommendation. Flexibility in the area of salaries would give the Board of Education and the Commissioner the authority to attract, pay, and reward educators of high quality and thus would put the Department on a par with the best school systems in the state. This recommendation will require legislation and will also necessitate more funding for the Department by the General Court. We feel, however, that the proposal would

produce greater efficiency in the Department and would lead to more qualitative services by the Department to the schools in the state. Thus it is a recommendation which, in the long run, may not cost the taxpayers anything more than the usual annual appropriations to the Department for personnel. We recommend that legislation be developed toward this end for consideration by the General Court in 1971, and therefore, intermediate timing is suggested (six months to a year and a half).

As this recommendation is first in our listing, we feel that it should take priority over all others and should merit a concerted pattern of support by all official decision makers and those of influence in the Commonwealth. It is particularly important to have support by the Governor and, in turn, the new Secretary for Educational Affairs for these two proposals bolstering our major recommendation with respect to professional personnel in the Department. We note that in a proclamation honoring Massachusetts Education Day on May 29, 1970, Governor Francis W. Sargent stated that "education is the greatest investment we can make in the future of our Commonwealth." We agree with this and emphasize that it is a necessary investment in quality of education for our young people to find the resources and support for qualified professional educators in the Department of Education.

Recommendation #2: Internal Improvements in the Department

The recommendations relating to the role of the Deputy Commissioner and the Executive Assistants to the Commissioner can be carried out by the Commissioner and the Board (short-run timing). Qualified persons can be found within the Department to fill the positions of Executive Assistants for Planning and for Occupational Education, although the Commissioner might wish to go outside the Department to fill these posts. The new positions, as well as the proposed Executive Assistant to the Deputy Commissioner, will require support from the Governor and the Office of Administration and Finance. The Department's budget for fiscal 1972 must include provisions for funding these posts (intermediate timing).

Legislation, and modest funding, will be required for elevating the present Assistant Commissioners to the rank of Associate Commissioners (short-run timing). Coordination of work by the top officials at the Department requires only that the Commissioner and the Deputy Commissioner develop better ways for the cabinet officials to engage in cooperative and mutually reinforcing patterns of work (short-run timing).

Administrative reorganization in the Department, presently under way, will facilitate reducing duplication of effort and coordinating various areas of operations and functions. The same is true for improving the Department's internal informational procedures, and especially for public relations throughout the Commonwealth.

Strengthening the Department's legislative and fiscal processes can be done internally without new legislation or funding, although the introduction of a program and planning budgetary system will require funding for consultants and/or a staff member who is an expert in this field. This is an intermediate-timing matter and for the fiscal 1972 budget. As the Department of Education functions within the total state bureaucracy, any recommendations relating to a program and planning budgetary system must be made with a view toward the whole of state government. We can urge, however, immediate internal steps to make the legislative and fiscal processes more efficient and effective (short-run timing). Influential persons and groups must assist the Commissioner and the Board in effecting this recommendation. In particular, support by the Governor is necessary to keep the Department abreast of budget changes in the Office of Administration and Finance (short-run timing). Additional funding for travel by Department professional employees is, of course, a budgetary matter, and this calls for intermediate timing for fiscal 1972.

A change in the title of the Division of Research and Development to the Division of Research and Data Systems is a routine legislative matter. Departmental reorganization can take care of our recommendations with respect to the Division of Curriculum and Instruction and the Bureau of Elementary and Secondary Education. Modest funding (short-run and intermediate timing) will be necessary for training programs for Department personnel, although by drawing on resources available in local school systems, in higher education, and in the business area, the Department may be able to secure the personnel necessary to develop solid service programs. We strongly recommend that the General Court provide full state funding for the Division of Research and Data Systems and release the present Federal Title V funding of that Division for its proper use, strengthening the Department of Education especially through training programs for Department personnel. This means the General Court's increasing the Department's budget for support of the Division, which necessitates short-run, intermediate, and long-run timing.

Recommendation #3: Focus on Department Services to Schools and De-emphasis on Regulation

Firm and positive action by the Board and by the Commissioner is necessary for implementing the thrust of this recommendation, a short-run and intermediate-timing matter. More funding will be necessary to provide the Department with personnel and resources better to service the schools of the state; however, this short-run and intermediate-timing proposal is really part of our first recommendation with respect to uplifting the quality of Department personnel. The proposal that the Division of Research and Data Systems compile an inventory of positive and negative school services requires funding for consultants and expenses for a task force in this area (short-run and intermediate timing).

Initiative by the Commissioner and the Board can launch a review of the existing mandates that the Department is called upon to enforce. Key questions should be raised about the educational validity of the mandates (which may have to await the proposed assessment and evaluation programs), the capacity of the Department effectively to enforce the mandates, and the opinions of public and nonpublic school educators throughout the state with respect to the impact of the mandates on them. Certainly, some members of the Joint Committee on Education of the General Court should be invited to join in the inquiry. This is a short-run and intermediate recommendation in terms of timing, although long-run timing will be necessary to relate assessment and evaluation to the question of the educational validity of some of the mandates. We suspect that the racial imbalance law of 1965 will be increasingly difficult to enforce during the years ahead. Thus we recommend the convening by the Board in the fall of 1970 of a special blue ribbon panel of distinguished and enlightened Massachusetts citizens to reappraise the content and application of that law and implications for revising it (short-run and intermediate timing).

We feel that the Board and the Commissioner are best suited to make wise and flexible determinations with respect to authorizing waivers by school systems from the existing mandates. We urge them to do so and to relate waivers to experimental projects that can be evaluated for their validity.

Recommendation #4: Strengthening and Expanding Regional Offices (or Service Centers) of the Department

This recommendation will not necessitate legislation, but it does demand funding of increased professional staffing for the offices. As full implementation of the recommendation will take several years, we have a short-run, intermediate-, and long-run timing situation. We especially propose, however, that immediate short-run steps be taken to develop a Greater Boston Regional Service Center and that funds be requested in the fiscal 1972 budget for this purpose. Other budget requests can come for fiscal 1973 and for subsequent years. All service centers also will require funding for office rentals and equipment, teacher inservice programs, travel, mobile instructional buses and units, and instructional resources for demonstration purposes or rental to school systems. We believe that Federal Title V funds (earmarked for strengthening state departments of education) may be sought for implementing this recommendation. It should be pointed out that personnel for the regional offices may reduce personnel needs at 182 Tremont Street to some extent, although it is not the intent of this recommendation to weaken the central office and functions of the Department of Education.

We also recommend modest funding for the proposed task forces, which should be comprised of university and school educators and Department personnel and

which in various areas of the state can attack specific educational problems, especially those indigenous to any region (e.g., urban problems, rural issues, etc.).

Recommendation #5: Program for Goals, Assessment, Evaluation, and Accountability

We recommend that the Commissioner and his associates convene a special task force of Department personnel and other educators, experts, and influential people and groups to develop a set of viable educational goals for Commonwealth students. Experiences of other states, especially of Pennsylvania and Colorado, have value for such an undertaking. The endeavor might be enhanced if the General Court, through legislation, endorsed the program of developing goals, as did the legislature of Pennsylvania in 1963. We suggest intermediate timing for this proposal.

We recommend that the Division of Research and Data Systems organize a student assessment program in specific areas (especially with respect to reading, computation, and other skills) for use on a pilot basis with 10 or 15 school systems in Massachusetts in order to get some comparative readings on what students are or are not learning. This should lead to a broader assessment effort, once programs for development of goals and for evaluation of school services are well under way. The pilot program would call for intermediate timing and very modest funding, especially if a volunteer task force consisting of university experts in student assessment and measurement can be organized.

We recommend that the Division of Research and Data Systems, in conjunction with the Bureau of Curriculum Innovation, develop an inventory on what research and school experience and data say with respect to positive and negative school services affecting student achievement (see Item C of Recommendation #5). This calls for intermediate timing, no funding or legislation, and assistance from a university-Department task force. Building on this inventory, we propose a broader and continuing program of evaluation of school services by the Department, especially as more research and school experience data, along with results from performance contracting, are gained during the years ahead. This program would involve a cooperative effort between the Division of Research and Data Systems and the Bureau of Curriculum Innovation. It should give careful consideration to the rapidly expanding technological and innovative developments with respect to school services. Of particular importance is the role of the teacher as a positive or negative influence on student achievement, as existing data show that the teacher is the single most important school variable with respect to student achievement or nonachievement. The broader evaluation program will require no legislation, but it will need funding over present levels of support for the Division and the Bureau. We are certain that some Federal funding would be available for this enterprise, especially Federal Title III monies.

With respect to educational accountability, we recommend that the Divisions of Curriculum and Instruction and of Research and Data Systems devise an instrument to be used by all Massachusetts school systems that, through the annual reporting of the systems to the Department, will supply the Department with data dealing with student achievement and with specific school services in the system. The instrument should also identify innovations that give considerable promise for advancing student achievement. This requires no legislation (although General Court endorsement would be desirable), modest funding, and intermediate timing.

Reports from school systems to the Department would provide a basis for state-wide accounting through the Department to the Commonwealth and to the General Court with respect to student achievement and school services. The Department could use data from the reports to identify schools that are deficient with respect to student achievement and school services and to establish better guidelines for servicing deficient schools, especially through the regional offices (or service centers). Through a more extensive accounting by school systems to the Department (and thus to the Commonwealth), the Department will be better able to serve the schools and thus to advance quality of education and equality of educational opportunity. This recommendation requires no legislation or funding and calls for intermediate timing. Parenthetically, the more extensive annual reports should include all nonpublic schools as well as financial data with respect to both public and nonpublic schools (e.g., teachers' and administrative salaries, costs of facilities, equipment, programs, etc.). Within several years, this would give the Department information it needs better to serve both public and nonpublic schools.

We also recommend that school superintendents (with Department assistance where and when requested) present their annual reports in layman's language to the people in their respective towns and cities for local consideration of what the schools are or are not doing with respect to students. Indeed, it would be well if the General Court should mandate such a local accountability program. This calls for legislation with intermediate timing, but no funding is necessary. The state-wide assessment (of student achievement) and evaluation (of school services) should provide a basis for state and local accountability programs, and the Department should make its resources and data available for increasing the effectiveness of state and local accountability programs.

Some will inevitably resist programs of both state and local accountability. If, however, it is made quite clear that both are fundamental to advancing quality of education and equal educational opportunity for students, the proposals will stand a good chance for success. Educational accountability eventually should include student achievement and school services in all domains of quality in education (human quality, quality of skills, of knowledge, and of learning, and civic quality

as well). Again, we cite the Pennsylvania program of goals, assessment, and evaluation as providing a distinct guideline for the proposals we make with respect to Massachusetts. Colorado and Vermont, among other states, have also moved far in this direction, as had the National Assessment Program.

F. Strategies for Change

In this report, we have submitted five basic recommendations for strengthening the Massachusetts Department of Education and have suggested ways and means for translating these proposals into public policy over the next five years. Who, in addition to the Board and the Commissioner of Education, actually must take the initiative for making these recommendations a reality? Without support and favorable action by the Governor, the new Secretary for Educational Affairs (in proposals with intermediate and long-run timing), and the General Court, much of what we propose may not come to pass. We therefore submit several more recommendations. A stronger Massachusetts Educational Conference Board, with expanded membership and some staffing, should be the principal agency for coordinating the agents, processes, timing, and strategies for change. Obviously, the Board cannot make decisions for authoritative officials on the Board of Education, in the Department of Education, in the executive branch, and the General Court. Insofar, however, as a nonofficial group can serve as the prime mover of and catalyst for change, we feel that the Conference Board is well qualified to perform this function. Other groups, such as the League of Women Voters and the new Education Compact Council of Massachusetts, should become members of the Board, and the Board should raise funds from its constituent members on the basis of a fair funding formula enabling it to employ a competent person on a full-time basis to orchestrate the agents, processes, timing, and strategies for change.

In other words, the steps that are necessary to effect change and to implement the study's recommendations cannot be performed solely by those who volunteer time for fine causes. A staff person for the Conference Board is needed to identify all agents for change, official and unofficial, to identify and give publicity to the administrative and decision-making processes necessary to advance recommendations toward policy, to keep a careful accounting of the right timing for each recommendation, and to propose and shape strategies likely to produce the desired results. This staff person, for instance, would be able to mobilize support for the recommendations by informing influential agents of change when and where decisions are to be made by the Board and the Department of Education, in the executive branch of state government, and in the General Court, with respect to all dimensions of the recommendations. A careful flow chart for our recommendations should be developed, and all those who feel that the proposals have merit could see when and where their assistance is needed for supporting the process of change.

We cannot go into detail at this time with respect to the many things the staff person could and should do to help in implementing the recommendations. We feel sure that, without a full-time person steering the proposals toward policy through mobilizing all kinds of public and political support, we cannot expect much change to take place. We have noted above the cycle of decision makers on whom we must rely for official action and that it is easy to pass the responsibility or blame to others when action is or is not taken. Orchestration of the cycle and coordination of efforts to influence and to gain support can best be done by someone who is in a position to devote full energies to that cause.

The staff person naturally requires the backing of the Conference Board and its constituent members. We would hope that the unanimity ruling of the Board with respect to its own decision making would neither preclude the employment of such a person nor hamper that person's actions and decisions. We might also add that the recommended staff person could be of great value to the Board in its many other activities and would be instrumental in strengthening the educational establishment of the Commonwealth.

Perhaps of equal importance, we recommend that the Conference Board take steps to organize in Massachusetts towns and cities as many local units of the Board as possible. A town or city educational conference board would have at the local level almost the same membership as the state Board, with representatives from the state Board's membership (teachers, principals, superintendents, organization members, and even student representation). The local boards would be the main agents for requesting accountability from the local school systems and would be of great value in mobilizing local support for the study's recommendations. The town or city board could also take steps to give publicity about the study's recommendations and other educational issues, so that representatives in the General Court would know that their respective constituencies were informed about educational affairs. Thus the local boards would have a strong role to play in educational accountability and in promoting support at the local level for necessary state legislation and funding in the area of public education. The state Board's staff person could be instrumental in helping to organize local educational conference boards. While it may take some time for this pattern to develop, it offers a viable and realistic way to implement the study's recommendations and to advance the quality of education in the Commonwealth.

We apologize for not referring to the many bureaus in the Department and the personnel who are engaged in vital educational programs and services. The Department is providing many vital programs and services to our schools which too often go unnoticed or unrecognized. We commend the Department for doing the best job it can, and we are often amazed that it is doing so much in view of the demands made upon it as well as restrictions imposed upon it from the outside.

Nevertheless, if we are to advance quality of education in Massachusetts and equality of educational opportunity, we have no alternative but to do all we possibly can to strengthen the capacity of the Department better to respond to and to serve our students and the schools. The Willis-Harrington legislation of 1965 provided a sound structure for moving ahead, but we must continue to build on that legislation. Commissioner Sullivan, Deputy Commissioner Curtin, officials at the Department and the Board of Education need all the help they can get to do what they and we feel is necessary--to improve the internal operations of the Department and to expand its capacity to serve the schools through the performance of external functions. This will require initiative on their part, more funding of the Department, some legislation, and concerted action by all who genuinely want to advance quality in education. It is our earnest hope that this study and its recommendations will make a contribution toward that end.